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A FRAMEWORK TO DETERMINE
RECREATION USE CARRYING CAPACITIES FOR
THE GROS VENTRE WILDERNESS

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PROJECT REPORT

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ABSTRACT

The Gros Ventre Wilderness in Northwest Wyoming was established by the Wyoming Wilderness Act of 1984. Prior to designation of the area as Wilderness, Forest Service administrators were concerned about recreation use impacts within the area. Wilderness designation and pressure from commercial outfitters added emphasis to resolve recreation carrying capacity questions for this area.

The Limits of Acceptable Change (L.A.C.) system provides a process to address the issue of recreation use carrying capacities. This paper reviews the L.A.C. process step by step to identify accomplishments and work needs for the Gros Ventre Wilderness. Estimates of manpower and funding needed to complete the L.A.C. process are given. A self-issued mandatory visitor permit system is recommended to improve collection of visitor use data. Some ideas about recreation use allocation are discussed.

EXECUTIVE SUMMARY

The Gros Ventre Wilderness was established by the Wyoming Wilderness Act of 1984. A historical concern for recreation use abuses in the Gros Ventre Mountains plus requests for additional use by commercial outfitters have emphasized the need to develop recreation use capacities for this newly established Wilderness. Theoretical annual recreation carrying capacity figures developed for the Bridger-Teton Forest Plan (unpublished) have limited value until tested by disaggregation into types and season of use. The task is further complicated by a lack of reliable, historical use data for the area.

Objectives of the paper developed by forest managers directed the author to:

- Recommend a method to reliably collect visitor use information for the Gros Ventre Wilderness.
- Recommend a process which can be used to determine recreation carrying capacities and use allocation for various recreation uses in the Gros Ventre Wilderness Area.
- Identify costs and manpower necessary to implement the processes identified in the preceding objectives.

The author recommends a self-issued mandatory visitor permit system be implemented for the Gros Ventre Wilderness. Authors of the USDA publication Wilderness Management indicated that the most accurate use data come from mandatory visitor-permit systems and that self-issuing stations substantially reduce the cost of administering a permit system.

Based upon a literature review and discussions with other recreation managers, the author concluded that the Limits of Acceptable Change system (L.A.C.) system provides a desirable planning framework which can be used to address the issue of recreation use carrying capacities in the Gros Ventre Wilderness. The concept of limits of acceptable change has been discussed since the early 1970's; however, a documented process was not available until 1984. Dr. George Stankey and others then developed a wilderness management-by-objectives planning system founded upon the L.A.C. concept. The L.A.C. process guides managers through nine steps in order to: 1) define quantitative standards for acceptable limits of social and resource change; 2) identify management actions needed to prevent unacceptable change; and 3) establish procedures for monitoring and evaluating management performance.

Reviewing historical Forest files and the unpublished Bridger-Teton National Forest Plan, the author found that much basic work needed to apply the L.A.C. system to the Gros Ventre Wilderness has already been done. Existing information and needs for the Gros Ventre area were discussed for each step of the process. An action plan was proposed to initiate the L.A.C. system for the Gros Ventre Wilderness. Opportunities to use volunteer aid were reviewed for each step in the process. Costs were estimated to be in the range of \$25,000 to \$40,000 to take the process to the implementation and monitoring phase.

Recreation use allocation is discussed since commercial outfitter use is a key element of the carrying capacity question for the Gros Ventre Wilderness. No reliable system or method appears to exist for use allocation. The author feels that use allocation is a judgment decision. The courts have ruled that use allocation is within the area of administrative discretion provided such decisions are rational and are not arbitrary. The author suggests that allocation be attempted for the Gros Ventre Wilderness as L.A.C. management actions are implemented. If use allocation is attempted prior to reaching maximum carrying capacities, some adjustment is still possible, with the ultimate benefit being a reduction in user group conflicts.

INTRODUCTION

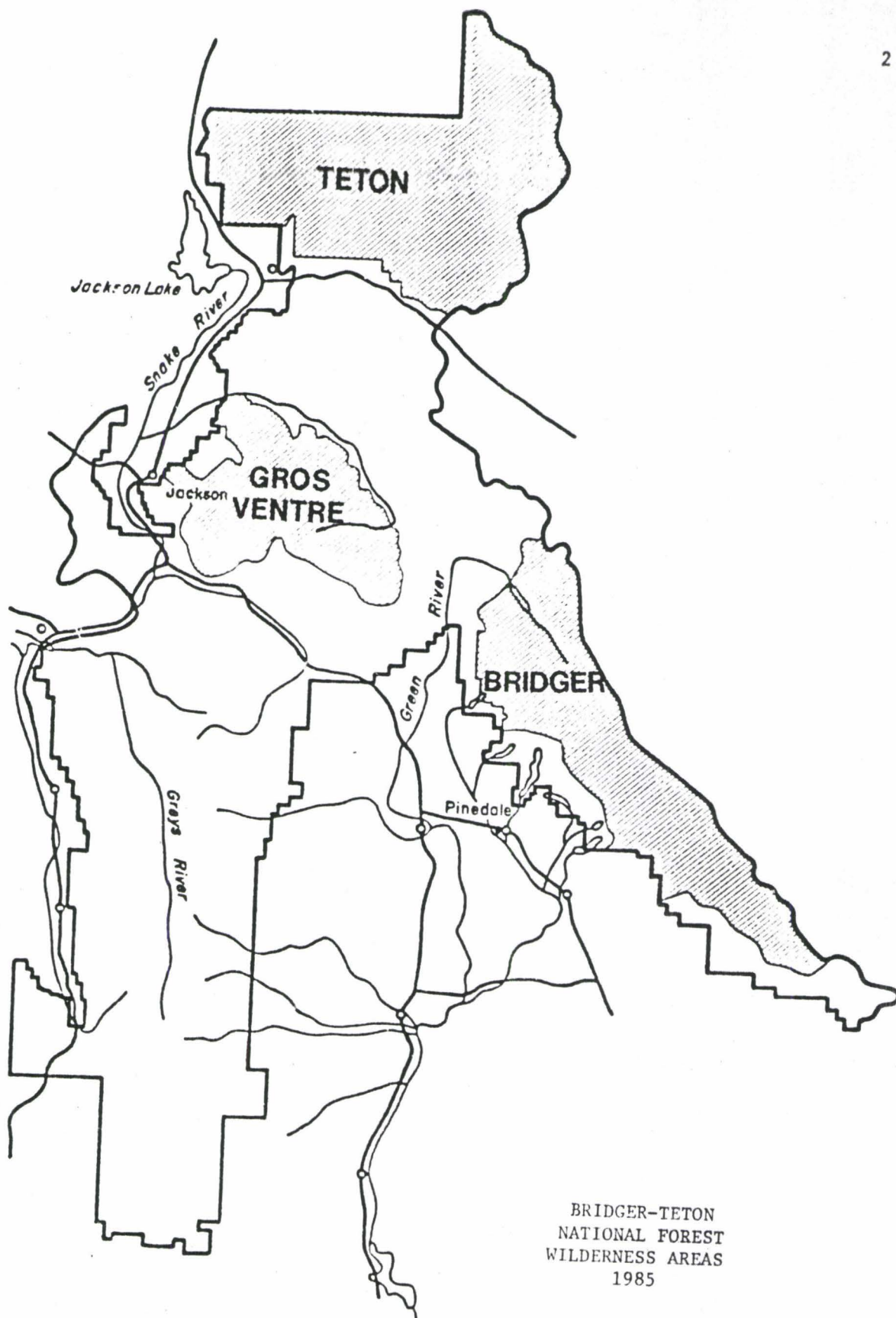
-Area Description

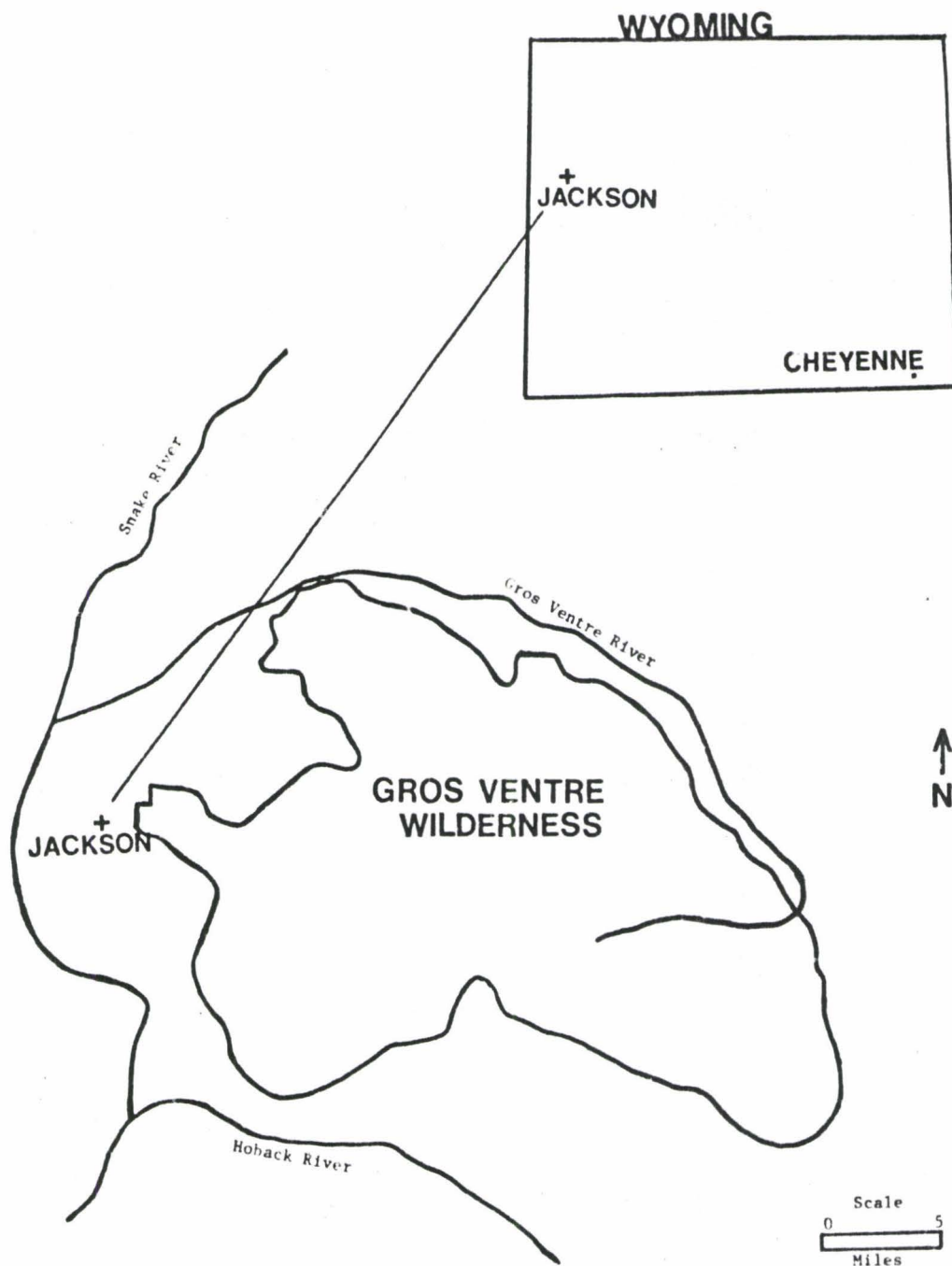
On October 30, 1984, the 287,000 acre Gros Ventre Wilderness was established when President Ronald Reagan signed the Wyoming Wilderness Act of 1984. The western-most boundary of this new Wilderness is within one-half mile of the resort town of Jackson, Wyoming, often referred to as "Jackson Hole." Administrative responsibility for the Wilderness is that of the Bridger-Teton National Forest with 90 percent of this Wilderness on the Jackson Ranger District. Both of these administrative units are based in Jackson, Wyoming. The Gros Ventre Wilderness has some common boundary with the National Elk Refuge and Grand Teton National Park. Weather permitting, the famous Grand Tetons can easily be seen from virtually any high point in the Gros Ventre Range as well as much of the lower country.

This new addition to the Wilderness system also lies between two Wildernesses established with the passage of the 1964 Wilderness Act. The Bridger Wilderness, 15 air miles to the southwest, is a well-known backpacking and mountain climbing area famous for its rugged terrain and numerous lakes. The Teton Wilderness, 20 air miles to the north, is known for outstanding big game hunting and grizzly bears. While the Bridger Wilderness is primarily used by backpackers, the Teton Wilderness is used primarily by horsepacking parties. The Gros Ventre seems to have more of an even split between backpacker and horsepacker use.

The Gros Ventre Wilderness ranges in elevation from approximately 6,400 feet to Doubletop Peak at 11,682 feet. There are a considerable number of additional peaks in the 10,000 and 11,000 foot range. As a result of glacial action, the area contains many cirques, V-shaped canyons and many clear cold lakes and streams. These massive rocky mountain peaks and deep glaciated canyons are attractive for general sightseeing, photography and also offer mountain climbing challenges. Fishing opportunities exist in over a dozen major fishing lakes and there are hundreds of miles of fishing streams. Major fish species include cutthroat, Eastern brook and rainbow trout. There are approximately 230 miles of designated trails and substantially more miles of game and outfitter trails. This area provides summer and fall range for big game, including elk, mule deer, bighorn sheep, black bear and moose.

This Wilderness also contains all or part of eleven cattle grazing allotments and nearly 30,000 acres are under lease for oil and gas potential. The Gros Ventre Slide Geological Area, a popular sightseeing attraction, is within the Wilderness. This is one of the largest mass earth movements in the United States. The slide is viewed from a paved road just outside of the Wilderness, on the northwest corner of the area boundary.





Most of the timbered area is predominantly Englemann Spruce - Alpine Fir type. Lodgepole pine dominates lower elevation areas. There are large areas of sub-alpine meadows and open ridges. Above the timber line there are many rugged and colorful rock formations.

Normal recreation use or "field season" is June through November. Much of the high country access is restricted by snow until late July or August. Most visitor use of this area is the result of fishing pack trips in July and August or big game hunting in September and October. Historical recreation use figures for the area are not considered reliable. Portions of the Wilderness have been previously administered by four Ranger Districts. All past use reports have been the "best guess" of managers since no formal study of visitor use has been done. Some informal use sampling has been done by volunteer backcountry patrolmen on several occasions. These attempts will be discussed later. Commercial outfitters paid for 5600 service days of use in the Gros Ventre Wilderness in calendar year 1984. In the author's opinion, actual commercial outfitter use in the area was probably within 20 percent, plus or minus, of this figure.

Forest Service managers and the public have long been concerned about recreation use capacities in the Gros Ventre mountain area. In July of 1979, Bridger-Teton National Forest Supervisor Reid Jackson established a moratorium which prohibited the issuance of new recreation Special Use permits in the Gros Ventre Mountains. The moratorium also limited use by existing permittees in the area to existing use days allowed in their permits. The moratorium was to be in effect until "Congress makes a determination as to whether or not the Gros Ventre is to be classified as Wilderness and if so a management plan is completed."

The 1984 revision of the Forest Service outfitter/guide regulations (FSM 2721.53) indicates the Forest Service commitment of priority use for Special Use permittees is to be based on "carrying capacity and allocation decisions made through Forest planning In assigning priority use authorized officers shall: . . . Establish the amount of use in terms of service days, the nature of the permitted service or activity, and the resource area (wilderness, wild river, management unit, and so forth) within which the service or activity is to be authorized."

It is these immediate demands for carrying capacity determinations that has caused Jackson District Ranger Joseph R. Kinsella to review the alternatives to accomplish this task. It is pressure, primarily from commercial outfitters, that has caused the carrying capacity issue in the Gros Ventre Wilderness to become the focus of this paper.

-Problem Statement

A basic question which has been asked by Ranger Kinsella: "Is there a good method which can be used to decide how much recreation use should be allowed in the Gros Ventre Wilderness?" The National Forest Management Act directed that this issue of recreation carrying capacity be addressed by the Forest Plans. A theoretical capacity already exists for the Gros Ventre Wilderness! The total Gros Ventre Wilderness annual recreational carrying capacity derived from the Forest Plan, is 117,380 recreation visitor days. This figure, even when viewed in conjunction with more area specific standards and guidelines, is not very useful at this point in time. This theoretical capacity will have little meaning or practical value until it can be disaggregated into more relative type numbers; (ie...capacity by activity, by use season, etc.) Further complicating this question is the lack of visitor use data for the Gros Ventre area.

-Needs and Objectives

Realizing that an overall numerical capacity has been developed for the Wilderness, a need to determine usable recreation use carrying capacities continues to exist. The initial objective will be to develop or locate a process by which those capacities can be derived. Members of the Forest Planning Team agree this need is legitimate and will be a necessary test of the validity of the theoretical use figures in the Forest Plan, (Jann, 1985)

Formal objectives of this paper as agreed upon by Ranger Kinsella and Jackson Ranger District Staff Officer Alan R. Silker are:

1. Recommend a method to reliably collect visitor use information for the Gros Ventre Wilderness.
2. Recommend a process which can be used to determine recreation carrying capacities and use allocation for various recreation uses in the Gros Ventre Wilderness Area.
3. Identify costs and manpower necessary to implement the processes identified in Objectives 1 and 2.

CURRENT SITUATION

-Existing Information About Recreation Use in the Gros Ventre Wilderness

As mentioned before, past recreation use reports for the Recreation Information System have been the "best guess" of managers, therefore, so historical use figures are not considered reliable. This presents a real problem to the Ranger concerned with recreation carrying capacity. Without reliable baseline use data to compare against present day impacts, it becomes more difficult to establish logical limits. This problem will be addressed by the proposed action plan.

Over the past 15 years, four notable efforts have been made to assess recreation use impacts in portions of the area now designated as the Gros Ventre Wilderness. These limited attempts when viewed as a whole provide some very good insight, not only about recreational use in the Gros Ventre Wilderness, but also regarding significant management concerns and problems. In order to present an overview of these files, the author will quote key statements and recommendation sections from each report. These quotes express particular individual's feelings at a given point in time and some are contrary to present day wilderness management direction. It is noteworthy that many of the comments and recommendations, made by different individuals, over a span of several years, are quite similar in content. Note that statements made by these individuals are shown in quotes and are not those of the author.

In the summer of 1959, a Forest Service seasonal employee, James M. Burton, patrolled the Gros Ventre Mountain Range as a backcountry patrolman. In September of that year, he filed a backcountry trail report. Following are excerpts from that report:

"There are three large meadows of the Upper Gros Ventre River. Two are highly used by commercial packers during the summer months . . . I would suggest that a use program be set up at these meadows as to grazing regulations for the permittee and the packers on a recreational basis.

These packers should have a special area to camp and regulations on how to graze stock should be strongly enforced. As it happens now, the packers camp at various sites and turn stock loose and are under no management or grazing program.

My study brought me into contact with numerous people using the area. Most want it controlled. In future years, whether it be me or someone else, the area needs to be patrolled and rules strongly enforced."

From June 15 to September 1, 1973, volunteer wilderness patrolman Laurance B. Aiuppy made several trips into the Gros Ventre. Mr. Aiuppy made the following remarks in his year-end report:

"As a volunteer patrolman, I encountered several problems that led me to the conclusion that a permanent patrolman is both desirous and necessary:

1. There was much litter at three popular lake campsites, Turquoise, Goodwin, Shoal Lakes. Litter was found at other logical camp sites (head of Flat Creek, etc.)
2. There was much evidence of the misuse of horses, especially around the fragile shores of Turquoise and Shoal Lakes.
3. There was (again at the popular areas) genuine abuse of living trees, nails driven into timber, scarring of trees, trampling and overgrazing of lakeshore meadows and numerous firescars."

Mr. Aiuppy went on to report:

"The Gros Ventres are in a precarious position now and will be more so when they achieve wilderness status. They are quite accessible from every quarter, they are situated in a popular recreational area, they are a relatively small area and they are a readily accessible topographic type particularly suited to the backpack traveler. These are dangerous attributes in this area of "eco-sports" when more and more, yet less and less qualified people are aiming themselves senselessly at the "wilderness" and succeeding in rapidly destroying what they are pretending to seek - solitude, wilderness, a taste of danger."

In an effort to assess the impact of recreation horse use in the Upper Gros Ventre Management Unit, the Gros Ventre Ranger District conducted a study in the area during the summer of 1975. A crew of two men camped in the area from July 14 through September 11. The objectives of the study were:

1. Contact as many visitors as possible.
2. Determine camp locations, length of stay and number of horses in each party.
3. Observe and document type of horse and mule control
4. Determine purpose of visit, ie commercial, fishing, hunting, etc.
5. Record cattle grazing patterns and concentrations.

Excerpts from that study report include the following:

"During their stay in the area the crew made personal contact with visitor groups on 45 days. This represents a 76 percent encounter ratio in relation to total days conducting the study. A total of 375 visitors were contacted during the study period. They were dispersed in 88 separate groups ranging in number from one to eighteen, with the average number per group being 4.26. Of the total number of groups visiting the area, 43 percent was by horseback, with 57 percent being backpackers or hikers. The horseback groups brought 362 horses and mules into the area. Commercial outfitters made 23 trips into the area accommodating 130 guests for a total occupancy of 122 days, and 35 percent of the total numbers of visitors.

Over the entire study area, there were 4,064 horse days use recorded, with 2,996 of these occurring at nine camp locations along the Gros Ventre River from Ouzel Falls to the river's headwaters. This seven mile stretch of river contains less than 1,000 acres of bottomland, much of which is ungrazeable, and yet sites along the river that received the heaviest use, Ouzel Falls, top of Upper Falls, Chateau Lake, Dog Camp and Rock Camp. A combined area of 50 acres in and around these camps received serious overgrazing with removal of up to 100 percent of available forage. The greatest damage is occurring from picketing animals in the immediate vicinity of the camps.

The study confirmed that we do have recreation livestock grazing problems in concentrated areas along the Gros Ventre River. As recreation use continues to increase in the area, the grazing pressure will also increase. An ideal solution to the problem would be to disperse the commercial use proportionately throughout the area. Logically we cannot hope to achieve this and we need to look at alternate management techniques with which to protect the resource. We have identified the problem area as being nine campsites located along the river. More specifically stated the problem is the picketing and tying of horses and mules in the immediate vicinity of these campsites."

As a result of the 1975 study, the following restrictions were established for the Upper Gros Ventre area at the start of the 1976 use season:

- "1. Recreation livestock will be prohibited within 100 yards of Chateau Lake.
2. The main campsite on the north side of Chateau Lake will be closed to all camping during 1977. The Chateau campsite will

be reseeded in the fall of 1976, with native grass species obtained from areas adjacent to the lake.

3. Picketing or tying of livestock is prohibited within 100 feet of any lake and within 50 feet of any live stream or river.

4. Require that picketed livestock be relocated periodically or when necessary to prevent overgrazing or resource depletion.

5. Close to camping any site or area where a significant amount of forage has been removed by previous camping parties.

6. Outfitters will be encouraged to select alternate campsites in low use areas and rotate their use between established campsites and new campsites.

7. Prior to each trip, the outfitter will obtain approval from the District Office for the number of people, period of use, location of preferred campsites, routes and the number of livestock involved.

8. Amend the Outfitter Policy to limit the number of livestock for any one trip in the Gros Ventre area to 25 head."

Restrictions 1, 2 and 8 remain in effect today.

Scott Nickless, a volunteer from the University of Nebraska, patrolled the Gros Ventre Proposed Wilderness from July 13 to August 8, 1981 in an effort to assess recreational impact on the area. Comments from Scott's recreation use study of 1981 include the following:

"There are several user conflicts that should be mentioned in this report. The Upper Gros Ventre area shows the greatest impact. There are signs of vegetation loss, soil compaction, overgrazing, and neglect of horsepackers in following outfitter policies. Chateau Lake deserves the most attention here - signs of horses being tied within 25 feet of the lake, severe soil compaction and vegetation loss in the extreme (in the middle of the season. Rock Camp, the Meadows, and several campsites along Crystal Creek were found to have "garbage dumps" where large amounts of litter were found near the campsites. All the bottles and cans were too big to have been brought in by backpackers. It is recommended that this garbage be packed out - it is detrimental to the wilderness experience. Overgrazing could be a potential problem in the Meadows area on Crystal Creek; there isn't forage with enough vigor to feed recreation livestock all season.

One of the objectives of this study was to contact visitors using the proposed wilderness for recreational purposes. The feedback from the public was, for the most part, negative. The main complaint centered around signing needs. Users who weren't familiar with the area recommended having signs at major trail intersections, those mentioned in the previous section. Other recommendations from backpackers were: removal of garbage at several campsites in the Upper Gros Ventre area, and newer trail system maps, with up-to-date trails.

Personal recommendations for the proposed Gros Ventre Wilderness are focused on two areas that appeared inadequate, if the area is to be designated wilderness. The first area, that being the most detrimental to the "wilderness experience," is enforcement. The penalty for violation of outfitter policy should be much greater than it is at the present.... All four of the reports discussed the problems related to pack stock such as overgrazing and related damage to soil and vegetation. In the author's opinion, packstock abuse may be the number one management problem in the Gros Ventre Wilderness today. Certainly most of the special restrictions now imposed on the area, including the moratorium prohibiting expansion of outfitter activities, are the result of packstock abuse problems. Three of the reports discuss problems related to outfitters and conflicting viewpoints regarding trail maintenance and facilities. Two of the reports express concern about the lack of personnel and law enforcement in the area. Two reports indicate a need to control the numbers of people and livestock in any group. These five problem areas seem to represent the obvious site specific concerns in the Gros Ventre Wilderness today. There may be other important, less obvious changes taking place in the area; however, these problem areas should certainly be considered when carrying capacity determinations are made.

-Forest Plan Direction

As directed by the Forest and Rangeland Renewable Planning Act and the National Forest Management Act, the Bridger-Teton National Forest is presently preparing a Land and Resource Management Plan. Known as the "Forest Plan," this document will provide all basic management direction for the Forest. As of March, 1985, the Forest Plan was not an approved document. All references to the Forest Plan in this report are to an "Unpublished" Forest Plan. The current timetable indicates the Plan is to be implemented in 1986. Supplemental wilderness implementation planning will be necessary in order to manage fire, determine carrying capacity and implement permit systems, if necessary.

Wilderness management planning is integrated into the Forest Plan primarily through the allocation of wilderness recreation

opportunity prescriptions. The Plan also provides goals, objectives, standards, and guidelines for the wilderness management activity. Three management area prescriptions encompass all of the area in the Gros Ventre Wilderness. These three prescriptions, which are components of the Wilderness Recreation Opportunity Spectrum, include: Prescription 6A: Pristine, Prescription 6B: Primitive, and Prescription 6C: Semi-primitive. For each prescription, goals, objectives, standards and guidelines have been described. (See Appendix).

Upon first glance, it appears that the Forest Plan may have answered the carrying capacity question for the Gros Ventre Wilderness. Maximum allowable use numbers in the form of both Persons at one Time (PAOT) and recreation visitor days (RVD=12 hours) per acre by management area have been established. Simple mathematics indicates the maximum theoretical annual capacity of the Wilderness is 117,380 Recreation Visitor Days. PAOT capacities are also indicated for acres in either forested or open lands. The maximum theoretical capacity in PAOT days has not been calculated since total acres of these two land types has not yet been derived. As was mentioned in the introduction, the maximum theoretical capacity figures generated for the Forest Plan will really have no meaning at the ground level until they can be disaggregated into more relative type numbers. A "ground-up" truthing of these figures is needed and intended. This does not mean these capacities are totally valueless. For the level, purpose and intent of the Forest Plan, these figures have proven useful. These amounts will be the maximum capacities until an actual on-the-ground evaluation indicates otherwise.

During the Forest planning process, key individuals and organizations representing social resource units were asked to identify management concerns which needed to be addressed by the Bridger-Teton Forest Plan. Two planning questions representing public issues and management concerns are applicable to management of the Gros Ventre Wilderness.

Planning Question #4 - How should the Forest manage dispersed recreation?

Public Issues:

- More restrictions are needed in certain areas because of damage to wildlife, vegetation, watershed and visual resource qualities.

Management Concerns:

- Personnel, signing and needed funds for enforcement are inadequate to meet demands.

-Increased growth in southwestern Wyoming is exceeding facilities and ability to manage.

Plan Response:

-The Forest has unique opportunities to provide dispersed recreation experiences at the semi-primitive and primitive levels. Most public issue statements were relative to concern for loss of these opportunities due to roading.

-Management Area Prescriptions in this Plan establish recreation management objectives to be maintained. These objectives determine whether or not the historic opportunity will be allowed to change or not over time.

-The Forest's unique opportunities for providing semi-primitive and primitive recreation experiences are recognized in the application of Management Area Prescriptions, which maintain those opportunities in most areas with identified high primitive and semi-primitive recreation values.

Planning Question #6 - How can the Forest best resolve conflicts in the Bridger and Teton Wilderness and potential wilderness areas?

Public Issues:

- Livestock use in wilderness is controversial.
- Wilderness hikers do not like to use the same trails and camps as horse users.
- Outfitters and "do-it-yourselfers" blame each other for resource damage in popular areas.

Management Concerns:

- Concentrated use of popular spots is causing loss of wilderness values.
- Trail maintenance is adequate to prevent resource damage and to insure public safety.
- Dogs in wildernesses are becoming an increasing problem, and restrictions may be needed.
- Degradation of wilderness quality and recreational opportunities may result from lack of adequate patrol in the wilderness.

Plan response:

-The conflicts referred to are those experienced between users. For example, backpackers and horsemen; livestock grazing and hikers; and outfitters and do-it-yourself packers.

-Most of these conflicts are addressed in the establishment of recreation opportunity levels for both wilderness and potential Wilderness areas. Opportunity levels establish use densities and management practices for these areas. The application of opportunity levels to specific areas is designed to reduce the conflict levels.

-Forest-wide management direction also includes Standards and Guidelines for dispersed recreation and wilderness management which address these conflicts.

LITERATURE REVIEW

The requirement to determine recreation carrying capacities for National Forests is mandated by the National Forest Management Act of 1976, which calls for a comprehensive assessment of the supply of renewable resources from the nation's Forests and Rangelands. (Public Law 94-588) the 1964 Wilderness Act directs that recreation use in designated wilderness be limited as necessary to preserve wilderness character and to provide outstanding opportunities for solitude (Public Law 88-577).

A basic need when considering recreation use capacities or limits is a method by which the use can be measured. Chapter 13 of the USDA-Forest Service Publication - Wilderness Management is devoted to this topic (Hendee, Stankey, Lucas, 1978). The authors discuss various methods of measuring recreation use in wilderness. Since this type of use is dispersed over such a wide area, direct counts and measurements are not feasible. Of the many indirect methods being used (ie...sample observations, electronic counters, trail registers, automatic cameras, etc.), the authors conclude that the most accurate wilderness use data comes from mandatory visitor-permit systems.

The topic of recreation carrying capacity is not one which lacks literature to research. Many papers have been written with the theme of recreation or wilderness carrying capacity. Among the most prolific authors of carrying capacity reports and papers have been Forest Service research scientists David N. Cole, John C. Hendee, George H. Stankey, Robert C. Lucas, J. Alan Wager, and University of Montana Professor Sidney S. Frissell. A compilation of much of these and many other authors' ideas can be found in chapter nine in the USDA-Forest Service publication-Wilderness Management (Hendee, Stankey, Lucas, 1978).

The fact that numerous definitions exist for the carrying capacity concept as applied to wilderness and recreation management has caused misunderstanding and even debate over the use of the term. A 1973 annotated bibliography listed 22 articles which define the term (Stankey and Lime, 1973). It would be easy to get bogged down trying to decide which might be the "real" definition of the term wilderness carrying capacity. The author prefers to proceed with the basic idea that the theoretical wilderness carrying capacity concept is a realization that there are ecological and social limits to the amount of recreation use which should be allowed in wilderness. At the heart of many research projects has been the topic of what these upper limits ought to be.

There have been many good site specific papers written, most of which address only one aspect or the other of the capacity (ie...social or ecological). While this research was useful to wilderness managers, there was still a need for an all-encompassing method which could be used to develop direction for managing human use in the various wildernesses. In the early 1970's some wilderness researchers began to promote a concept which did not attempt to definitively describe and measure capacity. This concept was called limits of acceptable change. (L.A.C.). A hypothetical model of this concept was presented as a paper at the 1972 annual meeting of The Society of American Foresters (Frissell and Stankey, 1972).

The author feels the L.A.C. concept takes into account two important qualifications which most carrying capacity researchers had generally overlooked: 1. Change is an essential feature of all ecological communities with or without human use, and 2. Determination of carrying capacity is ultimately a judgmental decision.

A recent technical report has been prepared which details a process for using limits of acceptable change as a wilderness planning tool (Stankey, et al, 1985). The process is presently being used to develop a coordinated wilderness management plan for the Bob Marshall Wilderness Complex in northwestern Montana and is receiving acceptance by Forest Service Wilderness administrators in general (Stankey and McCool, 1985). A recent article in The Outfitter Guide magazine commended the L.A.C. process (Larson, 1985). That article entitled "Exploring the Limits of Acceptable Change," was also an indication of the interest and involvement the outfitting industry now has in wilderness management.

PROPOSED ACTION PLAN

Action for Objective 1 - Self-issued mandatory wilderness permits as a method to collect recreation use data.

Objective 1 - Recommend a method to reliably collect visitor use information for the Gros Ventre Wilderness.

There are a variety of wilderness use measurement techniques. Common wilderness use estimation methods are: sample observations, electronic traffic counters, automatic cameras, trail register estimates, mandatory permits and various combinations of these. Any of these methods are alternatives; however, the authors of Wilderness Management reviewed 46 articles and studies about wilderness use sampling and concluded that the most accurate data came from mandatory visitor-permit systems. (Hendee, Stankey, Lucas, 1978). Therefore, the author recommends a self-issued mandatory permit system be implemented to collect visitor use information for the Gros Ventre Wilderness. Visitors would fill out their own permit at a trailhead station. The visitor would then deposit one copy of the permit at the trailhead and carry another while in the Wilderness. This recommendation is supported by the following information taken from Wilderness Management:

- Compliance levels with such a system tend to be good after several "break-in" years.

- Visitor acceptance of wilderness permit systems has historically been very good.

- Self-issuing permit stations are convenient for users and substantially reduce the cost of administering a mandatory permit system (Hendee, Stankey, Lucas 1978).

Three alternatives were considered to meet objective #2 of this paper.

Action for Objective 2 - Application of the Limits of Acceptable Change process to the Gros Ventre Wilderness.

Objective 2 - Recommend a process which can be used to determine recreation carrying capacities and use allocation for various recreation uses in the Gros Ventre Wilderness Area.

Alternative A - Use broad direction from Bridger-Teton Forest Plan and make best judgment interpretations of how much use from the theoretical maximum should be disaggregated to various physical locations and types of uses.

Alternative B - Develop an original approach for determining use levels. Base these levels on the opinion of existing users, user groups, and Ranger District personnel, constrained only by the maximum theoretical capacity from the Forest Plan. Ask commercial operators to establish the upper limit on their own operations.

Alternative C - Use the limits of acceptable change (L.A.C.) planning process within the range of direction established by the Forest Plan.

These alternatives were compared to four key factors:

1. Cost
2. Time
3. Public Acceptance
4. Administrative Acceptance

Alternative A would initially cost the least and require the least time to do, but would probably receive little acceptance or support from the public or higher level Forest Service administrators. Alternative B would be "reinventing the wheel" since many good methods have been developed and used to obtain public input and suggestions. While the current users would probably be willing to accept their own limits; future area users might question this approach and some environmental considerations could be overlooked. The selection of Alternative C seems to be a logical choice. The political reality of making administrative decisions, such as carrying capacity determinations, requires that there must be both public and administrative support. Decisions made without this support will not stand for long. Reducing costs and time demands is becoming ever more important for all public officials; however, to do a job right the first time will often save time and money in the long run by reducing the number of times the job is "redone."

Dr. George Stankey, chief architect of the Limits of Acceptable Change planning process, feels that one important aspect of the process is the opportunity to save costs by using existing data and information whenever possible (Stankey, 1985). The process is flexible in the sense that "best data" can be used in most instances until "better information" becomes available. In any case, it has become apparent to the author that a basic process now exists to guide administrators of the Gros Ventre Wilderness in developing recreation use limits.

While the limits of acceptable change concept has been in existence since the early 1970's, a systematic planning procedure for L.A.C. did not become available until 1984 (Stankey, etal, 1985). The process as outlined by Stankey and others aids managers in identifying desired conditions in their specific wilderness and in managing influences on those conditions in a manner that will insure maintenance or restoration of desired conditions. The author feels that at the present time the L.A.C. process is the best way to deal with carrying capacities in the Gros Ventre Wilderness. A quote from the summary of the L.A.C. manuscript reads as follows: "It seems to us that this (process) is responsive to legal mandates for wilderness and resource planning and to embody the essence of the carrying capacity concept." (Stankey, etal, 1984).

It is not the objective of this paper to reinvent or restate the limits of acceptable change planning process. However, an overview of the process will aid in identifying those procedural tasks that have already been done for the Gros Ventre Wilderness; and, of course, those tasks that need to be done to complete the process.

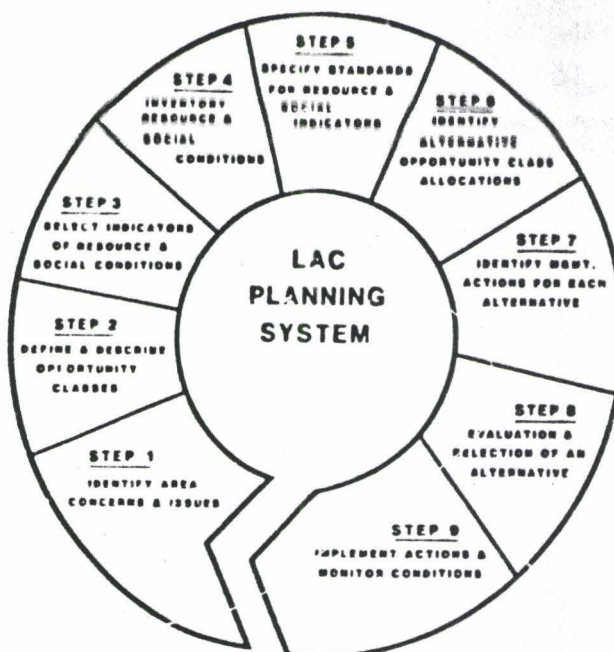


Figure 1.—The Limits of Acceptable Change (LAC) planning system.

Purposes, processes and end products are identified elements for each step. These steps follow in numerical order. A description of the three elements is given for each. Following each is a discussion of what has been done and what will need to be done to complete that step for the Gros Ventre Wilderness.

Step 1: Identify Area Issues and Concerns

Purpose

- To identify features or values of particular concern to be maintained or achieved
- To identify specific locations of concern
- To provide a basis for the establishment of management objectives
- To guide the allocation of land to different opportunity classes

Process

- Identify issues raised during public involvement
- Identify concerns raised by resource managers, planners and policymakers

- Review agency policy
- Analyze regional supply and demand
- Analyze opportunities in the area from a regional and national perspective

Product

- Narrative writeup identifying unique values and special opportunities to be featured in area's management and problems requiring special attention.

Gros Ventre Status and Needs:

Step 1 has partially been accomplished through public involvement in the Forest Plan. Additional site specific concerns can be gleaned from the various reports discussed under the "current situation" portion of this paper. However, since the Gros Ventre was not actually wilderness at the time the public involvement was obtained for the Forest Plan, and since the existing information reports are all a bit dated, it is probably advisable to display the known issues and concerns to the public one more time. This could be done via the standard public scoping process used for the Forest's NEPA Process and by forming a task force to review the concerns. The task force should be composed of individuals representing the various user groups and several Forest Service personnel. The author recommends the use of an "outsider" as facilitator for the group. University professors who are skilled facilitators are probably the best sources, since many of these people are very interested in public involvement and natural resources. These people are also available to provide services through personal service contracts or cooperative agreements.

This will be a good method to inform the area users about the initiation of the limits of acceptable change process for the Gros Ventre Wilderness. The narrative writeup of unique values and opportunities could probably be based upon the area description found in the introduction to this paper.

Step 2: Define and Describe Opportunity Classes

Purpose

- To facilitate the provision and maintenance of inter-and intra-area diversity.

Process

- Review information collected during Step 1 concerning area issues and concerns and select number and names of opportunity classes.

Product

-Narrative descriptions of resource, social and managerial conditions defined as appropriate and acceptable for each class.

Gros Ventre Status and Needs:

Step 2 has been done as part of Forest Planning efforts. Maps were prepared to show the Recreation Opportunity Spectrum (ROS) and Wilderness Opportunity Spectrum (WOS) for the entire Forest. Narrative descriptions for each of four WOS opportunity zones were then used to develop parallel management prescriptions for the Forest Plan. Detailed relationships of the ROS and WOS to the Bridger-Teton Wilderness management prescriptions were discussed by Dennis Dailey in his Utah State University professional development paper entitled Bridger Wilderness Visitor Management Planning (Dailey, 1980). The basic relationship of these two recreation opportunity spectrum classes to the Forest Plan management prescriptions in the following table:

Recreation Opportunity Spectrum Classes	Wilderness Opportunity Spectrum Classes	Forest Plan Management Prescription Identifier
Primitive	Pristine	6A
Primitive	Primitive	6B
Semi-Primitive Non- motorized	Semi-Primitive	6C
Semi-Primitive Non- motorized	Transition	6D

No transition zones were identified in the Gros Ventre Wilderness; therefore, management prescriptions applicable to the area include only 6A, 6B and 6C. Unless a new and very distinct concern is identified by the public review suggested in Step 1, this step can be considered completed.

Step 3: Select Indicators of Resource and Social Conditions

Purpose

-Identify specific variables to guide inventory process (Step 4).

- Provide basis for identifying where and what management actions are needed.

Process

- Review information outlined in descriptions (Step 2)
- Review issues and concerns regarding specific conditions identified in Step 1 and select factors that reflect these issues and concerns.

Product

- List of measurable resource and social indicators (preferably quantifiable)

Gros Ventre Status and Needs:

Developing measurable indicators for the Gros Ventre Wilderness is a job that remains to be done. The author believes the best approach to Step 3 is by using an interdisciplinary team and the task force. Several meetings will be needed to review the information identified in Step 1 and outlined in Step 2. Some wildernesses are already developing these indicators, a time-saving step would be a review of what types of indicators are being used for other wildernesses. A good example is the ongoing L.A.C. process for the Eob Marshall Wilderness Complex. Proposed indicators for that area include:

- Trail encounters
- Campsite indicators
- Barren soil (permanent devegetated area)
- Damaged trees in campsites
- Campsites per section
- Number of moderately or severely impacted campsites
- Forage utilization
- Range trend and conditions
- Wildlife indicator (no specific idea)

(McCool, 1985)

The author believes indicators for the Gros Ventre Wilderness will probably be similar to the above. The initial emphasis will no doubt be related to stock and grazing related impacts, although possibly water quality may become a key indicator in the future. Dr. George Stankey feels that water quality may be the largest area of change in many of our wilderness areas (Stankey, 1985). Recent concern and a subsequent acid rain study in the Bridger Wilderness have already increased interest in the wilderness water quality question. In any case, a competent interdisciplinary team should be able to develop a key list of resource and social indicators in fairly short order.

Emphasis should be placed on critical indicators which can be monitored.

Step 4: Inventory Existing Resource and Social Conditions

Purpose .

- Knowing the range of conditions helps establish meaningful standards.
- Helps in decisions on allocations of land to different opportunity classes.
- Critical step to knowing where and what management actions will be needed.

Process

- Conduct field inventory of conditions of resource and social indicators and map resulting information.

Product

- Map of existing conditions of each indicator throughout the wilderness.

Gros Ventre Status and Needs:

Needed inventories will be based on what indicators are developed in Step 3. Since the Gros Ventre contains some cattle grazing allotments there is information about range trends and forage utilization available for parts of the Wilderness. Code-a-site recreation site inventory has been done for the following locations:

- Road access trailheads along the Gros Ventre River
- Upper Gros Ventre
- Goosewing Creek Trail
- West Fork Crystal Creek Trail
- Jagg Creek Trail
- Crystal Creek Trail
- Tepee Creek Trail
- Brewster Lake Trail

These areas probably account for one third of the sites in and adjacent to the Wilderness. If additional recreation site inventory is to be done, it would appear to be cost effective to continue to use the code-a-site system to get a completed inventory for the entire area, even though other site information may be desirable.

A complete site inventory of any type can be used for the basic map to be used when additional information may be needed later. The code-a-site system has been started in the area, it is an established inventory method and it does provide most of the basic site information, so the author recommends this inventory be completed. Soils, habitat type, recreation opportunity spectrum and other basic inventories have been completed prior to or during the Forest Plan. Hopefully, these existing inventories can be used as the basic resource inventories for the Wilderness. The social indicator inventories, as deemed necessary in Step 3, will be new inventories that will have to be undertaken as time and money are available.

Step 5: Specify Standards for Resource and Social Indicators for Each Opportunity Class

Purpose

- To provide a means whereby it is possible to evaluate where and what management actions are needed by permitting comparison of existing conditions with those defined as acceptable for each indicator in each opportunity class.

Process

- Review opportunity class descriptions developed in Step 2.
- Analyze inventory data collected in Step 4 for each indicator.

Product

- A table of specific (quantified where possible) measures of acceptable conditions for each indicator in each opportunity class.

Gros Ventre Status and Needs:

Opportunity classes to be reviewed are existing Forest Plan Management Prescriptions 6A, 6B and 6C. Map overlays of various existing resource inventories can be compared to an overlay showing the three prescription areas. This will provide one method of comparing some of the existing conditions by opportunity class. Other resource and social indicator inventories may also need to be done as dictated by Steps 3 and 4. It may also be necessary to do some additional site specific inventory, such as trails inventory or campsite inventory completion, before final measures of acceptable conditions can be developed. Since potential inventory needs may be held up by a lack of funding and manpower, the author suggests that "interim" measures of acceptable conditions be developed. These

"interim" conditions can be based upon the best opinion of an interdisciplinary team with input from the task force until specific inventories can be completed. Ideas for these "interim" conditions can be taken from ongoing projects such as the Bob Marshall Wilderness Complex L.A.C. Planning Process, Bridger Wilderness Planning, and others. Failure to proceed through this step based on the best existing inventories and best judgment of interdisciplinary team members will effectively kill the opportunity to apply the L.A.C. process to the Gros Ventre Wilderness in the immediate future. Certainly more detailed inventories will be desirable and hopefully will eventually be done; however, immediate budget estimates do not look favorable. Potential to have university graduate students conduct these inventories as thesis work should be pursued. Such work is not without cost to the Forest, but normally the quality and quantity of work will be a bargain. Resources representing minimally acceptable conditions should be given first priority when determining which inventories to complete and which final measures of acceptable change can be developed.

Step 6: Identify Alternative Opportunity Class Allocations Reflecting Area Issues and Concerns and Existing Resource and Social Conditions

Purpose

- A step toward defining what resource and social conditions will be provided in different parts of the wilderness.
- Provision of allocation alternatives for public review and evaluation.

Process

- Review information obtained from area issues and concerns, Step 1.
- Review information contained in opportunity class descriptions, Step 2.
- Review information derived from inventory of existing conditions of indicators, Step 4.

Product

- Maps and tabular summaries of alternative opportunities class allocations.

Gros Ventre Status and Needs:

Opportunity class descriptions are, in the case of the Gros Ventre Wilderness, Forest Plan Management Prescriptions. However, there is a need to have the task force and the interdisciplinary team tailor these prescriptions to the Gros Ventre Wilderness. Within the first couple of years after implementation of the Forest Plan it will become evident if some areas have been placed in the wrong opportunity class. This will become obvious as a result of recurring conflicts and the inability of the area to meet specified standards. As necessary, the Forest Plan can be amended to correct or shift areas to other wilderness management prescriptions. Since there are presently only four wilderness management prescriptions in the Forest Plan, the existing range of alternative opportunity class allocations is limited.

Step 7: Identify Management Actions for Each Alternative

Purpose

- Step toward evaluating the costs of implementing each alternative.
- Step toward selecting a specific management program.

Process

- Review the managerial condition portion of the opportunity class description defining the appropriate types of actions.
- Analyze the differences between existing conditions and those defined as acceptable by the standards.
- Analyze the alternative management actions for bringing existing conditions in line with standards.

Product

- List or map of all places where existing conditions are worse than standard and identification of what management actions would best bring conditions up to standard.

Gros Ventre Status and Needs:

Since the author has suggested waiting to assess additional alternatives, the only option to analyze will be the management direction as outlined in the preferred alternative for the Forest Plan. Following development of standards, including those defined as "interim", it will require some field reconnaissance to identify those locations where conditions are worse than standard. Some

information about problem locations can be obtained from existing reports as were discussed under current situation, existing trail condition logs, range condition reports, and the code-a-site inventory.

Step 8: Evaluation and Selection of a Preferred Alternative

Purpose

- To finalize opportunity class allocations and a specific management program to achieve this allocation.

Process

- Analyze resource, social, and managerial costs--what are they, who pays, what alternatives exist, etc.

- Analyze resource and social benefits--what are they, who receives them, etc.

Product

- Final allocation of opportunity classes and selection of a management program.

Gros Ventre Status and Needs:

Again, the author's suggestion is that the existing preferred alternative in the Forest Plan should also basically be the preferred L.A.C. alternative. The Forest Plan has received a considerable amount of public input and scrutiny in addition to the tremendous number of hours spent by Forest Service personnel. The author believes it would be poor business to disregard that level of analysis, although it will be important to obtain input and concurrence from the task force. Development of a management program is an additional job. As mentioned previously, the Forest Plan recognizes the need for supplemental wilderness implementation planning. Hopefully, the limits of acceptable change process will be an important part of the Gros Ventre Wilderness Implementation Plan.

Step 9: Implement Actions and Monitor Conditions

Purpose

- To implement a management program to achieve the objectives of the selected alternative.

- To provide periodic, systematic feedback regarding the performance of the management program.

Process

- Periodically reinventory condition of indicators--essentially a repeat of Step 4.
- Compare indicator conditions with standards (repeat of Step 8, but only for the final alternative.)
- Analyze performance of management program.

Product

- Summary of relationship between existing conditions and standards for all indicators in all opportunity classes.
- Where necessary, recommendations of needed changes in management program in order to obtain satisfactory progress toward bringing existing conditions up to standards.

Gros Ventre Status and Needs:

The author believes the key to implementation and monitoring in the Gros Ventre Wilderness will be the application of "field people" to the job. Whether this will be permanent and/or seasonal personnel, no "management" will occur in the area until Forest Service employees are on the ground. Many reports in the Jackson District recreation files reference the need for "backcountry guards" in the field season. Under the management opportunity for standard service level of wilderness management the Forest Plan suggests: "There is at least one trained wilderness ranger per 125,000 acres or 30,000 visitor days use." It appears to the author that a minimum of two seasonal wilderness rangers will be needed to implement management actions, monitor conditions and provide program feedback in the Gros Ventre Wilderness. These wilderness rangers should not be responsible for routine trail maintenance, but should be key personnel used to inventory indicators and provide feedback regarding the performance of the management program. The author believes that photopoint methods of monitoring change used in conjunction with established inventory procedures, such as code-a-site, may be the most cost effective way to monitor site specific impacts in the wilderness.

Action for Objective 3 - Implementation Costs and Manpower Estimates

Objective 3 - Identify costs and manpower necessary to implement the processes identified in objectives 1 and 2.

Implementing a self-issued mandatory permit system and applying the limits of acceptable change planning process to the Gros Ventre

Wilderness will require time and money. General cost estimates can be made; however, accurate figures normally cannot be derived since many cost related decisions remain to be made throughout the process. There will also be opportunities to use volunteers and university students. Some of the inventory and monitoring work may be particularly suited to volunteers. There are also some "hidden" costs of managing volunteers which are recognized.

The estimated cost to purchase permits and to install self-issuing permit stations at approximately 22 sites is \$13,500. The costs and manpower to administer and evaluate the permit system are included in estimates shown for Step 9 of the L.A.C. process: "Implement Actions and Monitor Conditions."

In June of 1982 the Forest developed some cost estimates relative to a 228,500 acre Gros Ventre Wilderness Proposal. Cost estimates at that time related to planning and administration at the reduced service management level are displayed in the following chart:

	Year 1	Year 2	Year 3	Year 4	Year 5	Annual Costs After 1st 5 Years
Wilderness Mgmt. Planning	\$10,000	\$30,000	-	-	-	\$ 1,000
Wilderness Adm. Wilderness Patrol (2 GS-4s for 3 1/2 Mos.)	8,400	8,800	9,300	9,700	10,200	10,700
Program Mgmt. Monitoring	3,200	5,200	16,500	17,300	18,200	19,100
Trailhead Clean-up & Maintenance	3,000	4,000	7,000	8,000	8,000	8,400

Total operating costs shown in the 1982 estimate which also included map and survey work, boundary posting, signing, trail maintenance, and trailhead facilities were:

Year 1	Year 2	Year 3	Year 4	Year 5	Annual Costs
\$45,000	\$86,000	\$155,000	\$156,200	\$159,600	\$51,900

Some costs of the limits of acceptable change process, such as salaries for interdisciplinary team members, might be covered by other functional areas; however, to show a more accurate total cost estimate for applying L.A.C., the following estimates include salary estimates for all employees directly involved in the process. These costs are relative to the conservative approach of the L.A.C. system as has been recommended which relies heavily upon the public involvement and management direction in the Forest Plan. Following are "best guess" estimates based upon the author's understanding of the L.A.C. process relative to current salary and materials costs:

Step 1: Identify Issues and Concerns

-Estimated person hours needed: 130

-Estimated dollar cost: \$2,000

-Possibility to use volunteers: Little opportunity except for task force volunteers

Step 2: Define and Describe Opportunity Classes

-Estimated person hours needed: 35

-Estimated dollar cost: \$500

-Possibility to use volunteers: Little Opportunity

Step 3: Select Indicators or Resource and Social Conditions

-Estimated person hours needed: 260

-Estimated dollar cost: \$4,000

-Possibility to use volunteers: Little opportunity except for task force volunteers

Step 4: Inventory Existing Resource and Social Conditions

-Estimated person hours needed: 720

-Estimated dollar cost: \$10,000

-Possibility to use volunteers: Very good (reduce cost estimate to \$4,000 if volunteers can be used)

Step 5: Specify Standards for Resource and Social Indicators for Each Opportunity Class

-Estimated person hours needed: Interim - 200
Final - 800

-Estimated Dollar Cost: Interim - \$3,000
Final - \$12,000

-Possibility to use volunteers: Interim - Little Opportunity
Final - Very good (reduce cost estimate to \$5,000 if volunteers can be used)

Step 6: Identify Alternative Opportunity Class Allocations Reflecting Area Issues and Concerns and Existing Resource and Social Conditions

-Estimated person hours needed: 100

-Estimated dollar cost: \$1,500

-Possibility to use volunteers: Little Opportunity except for task force volunteers.

Step 7: Identify Management Actions for Each Alternative

-Estimated person hours needed: 350

-Estimated dollar cost: \$5,500

-Possibility to use volunteers: Good (reduce cost estimate to \$2,000 if volunteers can be used for field reconnaissance)

Step 8: Evaluation and Selection of a Preferred Alternative

-Estimated person hours needed: 65

-Estimated dollar cost: \$1,000

-Possibility to use volunteers: Little opportunity except for task force volunteers.

Step 9: Implement Actions and Monitor Conditions

-Estimated person hours needed (on annual basis): 1,300

-Estimated dollar cost: \$27,000

-Possibility to use volunteers: Good (reduce cost estimate to \$18,000 if volunteers can be used to accomplish 1/2 of the job)

The estimated cost to complete the L.A.C. process through Step 8 assuming no help from volunteers is \$36,500. By living with interim standards in Step 5, the cost would be reduced to \$27,500. If maximum use of volunteers was possible, the cost would be \$20,000. Annual costs to actually implement and monitor a management program (Step 9), were estimated to be \$27,000, which are slightly lower than the long range administration costs developed for patrol and monitoring in 1982. The L.A.C. process would account for almost all the start-up wilderness management planning cost of \$40,000 estimated in 1982, however this process should be the foundation of the Gros Ventre Wilderness Implementation Plan. Note that these estimates only represent L.A.C. planning (Steps 1-8) and administrative patrol and monitoring costs (Step 9). They do not represent an overall wilderness administration cost which would also include other things such as signing, trail maintenance, etc.

The aforementioned cost estimates are generally comparable to estimates for the Bob Marshall Wilderness Complex - L.A.C. project when the relative size of each area is considered (Stokes, 1985). The author suggests the Forest consider requesting special funding to develop the L.A.C. process for the Gros Ventre Wilderness. The relatively small Gros Ventre Wilderness L.A.C. could be used as a "pilot project" for Region 4, since other wildernesses in the Region, such as the Frank Church River of No Return Wilderness, also plan to initiate the L.A.C. process within several years (USDA Forest Service - Frank Church River of No Return Management Plan, 1985).

DISCUSSION

-Allocation Among and Between User Groups

A key question related to recreation carrying capacities in the Gros Ventre Wilderness is: "How much of this use capacity should commercial outfitters have?" Recreation use allocation has become a major problem on many of the nations heavily used rivers and dispersed recreation areas. Recreation use allocation has been defined as, "distribution of a limited number of recreation opportunities among users; deciding who will get to use an area when demand exceeds capacity." Representatives of the commercial outfitting industry suggest that allocation of use need not be made until the capacity has been reached; then the allocation should be based on historical use, i.e.,...the proportion of use each user segment had at the time the capacity for a given activity was reached. (Neal, 1981).

The author believes that use allocation is purely a judgmental decision. There do not appear to be any magic formulas, systems or methods which can be used to determine recreation use allocation. Historical use has been used as a "safe" method of allocation since it tends to be the least disruptive and least controversial in the short term. However, eventually the "have nots" begin to question the logic and the battle is on. The author believes that if possible the logical time to "attempt" to allocate use would be well in advance of reaching capacity. This approach would allow time to fine tune or restructure a decision rather than being forced to defend what is really just a judgment call. With the exception of some critical areas, such as the Upper Gros Ventre River, the author believes there is some unused recreation capacity in the Gros Ventre Wilderness (relative to the figures derived from the Forest Plan). This statement is subject to question until a better method of monitoring use is established for the Gros Ventre; however, the author expects the L.A.C. process will indicate that much of the area is presently below acceptable use limits. The author suggests the time to attempt to allocate use, at least between commercial and non-commercial users is basically now. Some people feel that as carrying capacities are established, conflicts between user groups will be alleviated. (Blake, 1983).

Allocation was not discussed under the section of this paper titled, "Proposed Action Plan", since it appears there are no good structured approaches available. As long as the allocation is made on a rational basis and is not purely arbitrary, the courts seem willing to uphold the authority of land managers to make these judgmental decisions. (Blake, 1983). Hopefully, enough logic can be applied to the situation so that a majority of the users will be satisfied with the decision. Upon completion of the L.A.C. process

if "wobble-room" does exist for the Gros Ventre, that may be a good time to test some allocation ideas.

The author has several opinions about use allocation in the Gros Ventre Wilderness. These suggestions should be considered relative to information obtained through the L.A.C. process. The author suggests:

1. Limiting commercial livestock packing operators to existing permittees.
2. Allowing for some expansion of low impact commercial uses such as backpacking and nordic skiing, subject to meeting all requirements for an outfitter permit and providing that all use is temporary (no establishment of priority use).
3. Working with all existing outfitters in the area and attempt to agree on a logical maximum level of use for each operation. (This maximum would be documented and would remain the upper limit until such time as new information became available to indicate a change was needed. This level should not be allowed to expand to a level which would violate established wilderness direction. Negotiations involving higher than existing use levels could also involve readjustment of use to new areas and/or sites. All additional use should be permitted on a temporary basis until impacts can be assessed.)

The bottom line of allocating use to commercial operations is in the 1964 Wilderness Act (PL88-577) which states, "Commercial services may be performed within the wilderness areas designated by this Act to the extent necessary for activities which are proper for realizing the recreational or other wilderness purposes of the areas", (emphasis added).

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Appendix A

Recreation Opportunity Spectrum

Wilderness Opportunity Spectrum

RECREATION OPPORTUNITY SPECTRUM

The associated activity opportunities, recreational setting requirements, and experience opportunities that are highly probable for each Recreation Opportunity Spectrum class. There may be specific activity exceptions to these general characteristics. (This table is for illustrative purposes only. Use the Recreation Opportunity Spectrum class delineation criteria to identify actual areas.)

Spectrum Class	Primitive (P)	Semi-primitive non-motorized (SPNM)	Semi-primitive motorized (SPM)	Roaded Natural Appearing (RA)	Rural (R)	Modern-urban (MU)
Activity Opportunities	<p>Viewing Outstanding Scenery</p> <p>Enjoying Unique and/or Unusual Environments</p> <p>Hiking</p> <p>Cross-country ski touring and snowshoeing</p> <p>Horseback Riding</p> <p>Canoeing</p> <p>Sailing</p> <p>Other, nonmotorized watercraft use</p> <p>Swimming</p> <p>Diving (Skin or Scuba)</p> <p>Fishing</p> <p>Photography</p> <p>Camping</p> <p>Scrambling</p> <p>Hunting (big, small game, upland birds and waterfowl)</p> <p>Nature Study</p> <p>Acquiring General Knowledge/Understanding</p> <p>Unguided Hiking</p> <p>General Information</p>	<p>Viewing Outstanding Scenery</p> <p>Enjoying Unique and/or Unusual Environments</p> <p>Hiking</p> <p>Cross-country ski touring and snowshoeing</p> <p>Horseback Riding</p> <p>Canoeing</p> <p>Sailing</p> <p>Other, nonmotorized watercraft use</p> <p>Swimming</p> <p>Diving (Skin or Scuba)</p> <p>Fishing</p> <p>Photography</p> <p>Camping</p> <p>Scrambling</p> <p>Hunting (big, small game, upland birds and waterfowl)</p> <p>Nature Study</p> <p>Acquiring General Knowledge/Understanding</p> <p>Unguided Hiking</p> <p>General Information</p> <p>Motor-driven ice and snowcraft</p> <p>Off-road touring</p> <p>Power boating</p>	<p>Viewing Outstanding Scenery</p> <p>Enjoying Unique and/or Unusual Environments</p> <p>Hiking</p> <p>Cross-country ski touring and snowshoeing</p> <p>Horseback Riding</p> <p>Canoeing</p> <p>Sailing</p> <p>Other, nonmotorized watercraft use</p> <p>Swimming</p> <p>Diving (Skin or Scuba)</p> <p>Fishing</p> <p>Photography</p> <p>Camping</p> <p>Scrambling</p> <p>Hunting (big, small game, upland birds and waterfowl)</p> <p>Nature Study</p> <p>Acquiring General Knowledge/Understanding</p> <p>Unguided Hiking</p> <p>General Information</p> <p>Motor-driven ice and snowcraft</p> <p>Off-road touring</p> <p>Power boating</p> <p>Picnicking</p> <p>Gathering Forest Products</p> <p>Auto Touring</p> <p>Water Skiing & Other Water Sports</p> <p>Automobile Camping</p> <p>Trailer Camping</p> <p>Viewing Interpretive Signs</p> <p>Organization Camping</p> <p>Lodges</p> <p>Resort-Commercial Public Services</p> <p>Resort-Lodging</p>	<p>Viewing Outstanding Scenery</p> <p>Enjoying Unique and/or Unusual Environments</p> <p>Hiking</p> <p>Cross-country ski touring and snowshoeing</p> <p>Horseback Riding</p> <p>Canoeing</p> <p>Sailing</p> <p>Other, nonmotorized watercraft use</p> <p>Swimming</p> <p>Diving (Skin or Scuba)</p> <p>Fishing</p> <p>Photography</p> <p>Camping</p> <p>Scrambling</p> <p>Hunting (big, small game, upland birds and waterfowl)</p> <p>Nature Study</p> <p>Acquiring General Knowledge/Understanding</p> <p>Unguided Hiking</p> <p>General Information</p> <p>Motor-driven ice and snowcraft</p> <p>Off-road touring</p> <p>Power boating</p> <p>Picnicking</p> <p>Gathering Forest Products</p> <p>Auto Touring</p> <p>Water Skiing & Other Water Sports</p> <p>Automobile Camping</p> <p>Trailer Camping</p> <p>Viewing Interpretive Signs</p> <p>Organization Camping</p> <p>Lodges</p> <p>Resort-Commercial Public Services</p> <p>Resort-Lodging</p> <p>Competition Games</p> <p>Ice Skating</p> <p>Scouter-Motorcycle Use</p> <p>Bicycling</p> <p>Spectator Sports</p> <p>Jogging</p> <p>Passive use of developed parks and open space</p> <p>Picnicking</p> <p>Outdoor Concerts</p>	<p>Viewing Outstanding Scenery</p> <p>Enjoying Unique and/or Unusual Environments</p> <p>Hiking</p> <p>Cross-country ski touring and snowshoeing</p> <p>Horseback Riding</p> <p>Canoeing</p> <p>Sailing</p> <p>Other, nonmotorized watercraft use</p> <p>Swimming</p> <p>Diving (Skin or Scuba)</p> <p>Fishing</p> <p>Photography</p> <p>Camping</p> <p>Scrambling</p> <p>Hunting (big, small game, upland birds and waterfowl)</p> <p>Nature Study</p> <p>Acquiring General Knowledge/Understanding</p> <p>Unguided Hiking</p> <p>General Information</p> <p>Motor-driven ice and snowcraft</p> <p>Off-road touring</p> <p>Power boating</p> <p>Picnicking</p> <p>Gathering Forest Products</p> <p>Auto Touring</p> <p>Water Skiing & Other Water Sports</p> <p>Automobile Camping</p> <p>Trailer Camping</p> <p>Viewing Interpretive Signs</p> <p>Organization Camping</p> <p>Lodges</p> <p>Resort-Commercial Public Services</p> <p>Resort-Lodging</p> <p>Competition Games</p> <p>Ice Skating</p> <p>Scouter-Motorcycle Use</p> <p>Bicycling</p> <p>Spectator Sports</p> <p>Jogging</p> <p>Passive use of developed parks and open space</p> <p>Picnicking</p> <p>Outdoor Concerts</p>	<p>Viewing Outstanding Scenery</p> <p>Enjoying Unique and/or Unusual Environments</p> <p>Hiking</p> <p>Cross-country ski touring and snowshoeing</p> <p>Horseback Riding</p> <p>Canoeing</p> <p>Sailing</p> <p>Other, nonmotorized watercraft use</p> <p>Swimming</p> <p>Diving (Skin or Scuba)</p> <p>Fishing</p> <p>Photography</p> <p>Camping</p> <p>Scrambling</p> <p>Hunting (big, small game, upland birds and waterfowl)</p> <p>Nature Study</p> <p>Acquiring General Knowledge/Understanding</p> <p>Unguided Hiking</p> <p>General Information</p> <p>Motor-driven ice and snowcraft</p> <p>Off-road touring</p> <p>Power boating</p> <p>Picnicking</p> <p>Gathering Forest Products</p> <p>Auto Touring</p> <p>Water Skiing & Other Water Sports</p> <p>Automobile Camping</p> <p>Trailer Camping</p> <p>Viewing Interpretive Signs</p> <p>Organization Camping</p> <p>Lodges</p> <p>Resort-Commercial Public Services</p> <p>Resort-Lodging</p> <p>Competition Games</p> <p>Ice Skating</p> <p>Scouter-Motorcycle Use</p> <p>Bicycling</p> <p>Spectator Sports</p> <p>Jogging</p> <p>Passive use of developed parks and open space</p> <p>Picnicking</p> <p>Outdoor Concerts</p>
Recreational Settings	<p>Area is characterized by essentially unmodified natural environment of fairly large size. Interaction between users is very low and evidence of other area users is minimal. The area is managed to be essentially free from evidence of man-induced restrictions and controls. Motorized use within the area is not permitted.</p>	<p>Area is characterized by a predominantly natural or natural-appearing environment of moderate-to-large size. Interaction between users is low, but there is often evidence of other users. The area is managed in such a way that minimum on-site controls and restrictions may be present, but are subtle. Motorized use is not permitted.</p>	<p>Area is characterized by a predominantly natural or natural-appearing environment of moderate-to-large size. Concentration of users is low, but there is often evidence of other users. The area is managed in such a way that minimum on-site controls and restrictions may be present, but are subtle. Motorized use is permitted.</p>	<p>Area is characterized by predominantly natural appearing environments with moderate evidences of the sights and sounds of man. Such evidences usually harmonize with the natural environment. Interaction between users may be low to moderate, but with evidence of other users prevalent. Resource modification and utilization practices are evident, but harmonize with the natural environment. Conventional motorized use is provided for in construction standards and design of facilities.</p>	<p>Area is characterized by substantially modified natural environment. Resource modification and utilization practices are primarily to enhance specific recreation activities and to maintain vegetative cover and soil. Sights and sounds of man are readily evident, and the interaction between users is often moderate to high. A considerable number of facilities are designed for use by a large number of people. Facilities are often provided for special activities. Moderate densities are provided for away from developed sites. Facilities for intensified motorized use are available.</p>	<p>Area is characterized by a substantially urbanized environment, although the background may have natural-appearing elements. Resource modification and utilization practices are to enhance specific recreation activities. Vegetative cover is often exotic and manicured. Sights and sounds of man, on-site, are predominant. Large numbers of users can be expected, both on-site and in nearby areas. Facilities are highly intensified motor use and parking are available with forms of mass transit often available to carry people throughout the site.</p>
Experience Opportunities	<p>Extremely high probability of experiencing considerable isolation from the sights and sounds of man, independence, closeness to nature, tranquility, and self-reliance through the application of wilderness skills in an environment that offers a high degree of challenge and risk.</p>	<p>High, but not extremely high, probability of experiencing the above listed natural environment elements.</p>	<p>Moderate probability of experiencing the above listed natural environment elements, except that there is a high degree of interaction with the natural environment. Opportunity is available to use motorized equipment while in the area.</p>	<p>About equal probability to experience affiliation with other user groups and for isolation from sights and sounds of man. Opportunity to have a high degree of interaction with the natural environment. Challenge and risk opportunities associated with more primitive type of recreation are not very important. Practice and testing of outdoor skills might be important. Opportunities for both motorized and non-motorized forms of recreation are possible.</p>	<p>Probability for experiencing affiliation with individuals and groups is prevalent as is the convenience of sites and opportunities. These factors are generally more important than the setting of the physical environment. Opportunities for wildlife challenges, risk-taking, and testing of outdoor skills are generally unimportant except for specific activities like downhill skiing, for which challenge and risk-taking are important elements.</p>	<p>Probability for experiencing affiliation with individuals and groups is prevalent, as is the convenience of sites and opportunities. Experiencing natural environments, having challenges and risks afforded by the natural environment, and the use of outdoor skills are relatively unimportant. Opportunities for competitive and spectator sports and for passive users of highly man-influenced parks and open spaces are common.</p>

Summary of Conditions and Actions for Each Wilderness Opportunity Area

<u>Transition</u>	<u>Semi-Primitive</u>	<u>Primitive</u>	<u>Pristine</u>
Low levels of solitude; many party encounters	Moderate levels of solitude; some party encounters	High levels of solitude; few party encounters	Highest levels of solitude; very few party encounters
Low emphasis on opportunities for challenge, risk and self-reliance	Moderate emphasis on opportunities for challenge, risk and self-reliance	High emphasis on opportunities for challenge, risk and self-reliance	High emphasis on opportunities for challenge, risk, and self-reliance
Provide for livestock use	Provide for livestock use	Provide for livestock use which is not obvious to user	No sheep or cattle grazing
Opportunities to view small mammals; very few large mammals	Opportunities to view small mammals; few large mammals	Opportunities to view small mammals; some large mammals	Opportunities to view both small and large mammals
Moderate level of on-site public safety (low level of woodsmanship skills is assumed of visitor)	Moderate level of on-site public safety (low to moderate woodsmanship skills is assumed of visitor)	Low level of on-site public safety (moderate to high degree of woodsmanship skills is assumed of visitor)	Low level of on-site public safety (high level of woodsmanship is assumed of visitor)
High degree of public information	Moderate degree of public information	Low degree of public information	Very low degree of information
High degree of Ranger/public contact	Moderate degree of Ranger/public contact	Low degree of Ranger/public contact	Very little or no Ranger/public contact
Provide facilities to protect resources	Provide facilities to protect resources	Provide no facilities	Provide no facilities

Appendix B

Management Prescriptions
Unpublished Bridger-Teton Forest Plan

MANAGEMENT AREA PRESCRIPTION -6A

Provides for Pristine wilderness opportunities.

A. MANAGEMENT AREA PRESCRIPTION SUMMARY

1. General Description and Goals

Management emphasis is for the protection and perpetuation of essentially pristine bio-physical conditions and a high degree of solitude for both wildlife and humans with no perceptible evidence of past human use.

All resource management activities are integrated in such a way that evidence of current human use, including recreation livestock, is not noticeable the following season, or so that natural biological processes are not adversely or artificially changed over time by human use.

The area provides an outstanding opportunity for isolation and solitude, free from evidence of man's past activities and with infrequent encounters of current users. User has outstanding opportunities to travel cross-country utilizing a maximum degree of outdoor skills, often in an environment that offers a high degree of challenge and risk.

The goal is to maintain or improve essential habitat for recovered (viable) populations of grizzly bear and to minimize potential for and resolve bear/human conflicts.

The Guidelines for Management Involving Grizzly Bears in the Greater Yellowstone Area and the refined guidelines for grizzly bear conservation in the Forest's Endangered, Threatened and Sensitive Plants and Animal Species and their Habitats plan will be followed.

Recreation and other human activities are managed to favor the needs of the designated species; insure that human-related foods are kept unavailable to bears.

2. Areas Where The Prescription Can Be Considered for Application

The prescription can be considered for application within any portion of wilderness, ~~proposed wilderness~~ or wilderness study areas currently inventoried as having an RDS classification of Primitive which also has very low evidence of human use. The prescription cannot be considered for application within trail corridors with constructed trails, moderately or heavily used camping areas, areas with roads and other surface occupancy for such activities as mineral exploration or development and water project facilities and range allotments currently exceeding established utilization standards or with substantial amounts of readily visible structural range improvements.

3. Management Opportunities Considered (Application of specific opportunities is dependent upon budget, economic efficiency, and Management Area Prescription emphasis.)

1 Non-scheduled timber management-Minimum level (stewardship)

19 Fisheries habitat management-Minimum level (stewardship)

23 Rangelands unsuitable for livestock-Low investment

26 Rangelands suitable for livestock-No livestock-low investments in wildlife habitat

35 Wilderness-Standard Level

36 Wilderness-Less than Standard Level

Management Area Prescription -6A

B. MANAGEMENT REQUIREMENTS

Visual Resource

Management

1. Design and implement management activities to maintain a Pristine ecosystem.

- a. Visual Quality Objective (VQO) is Preservation.

- b. Man's activities and modification may only repeat natural form, line, color, and texture. Dispersed use is managed to preserve natural appearing color and texture of vegetation.

Dispersed Recreation

Management

1. Provide opportunities for Pristine and unconfined recreation featuring solitude and to travel cross-country in an environment where success or failure is directly dependent on ability, knowledge and initiative.

2. Emphasize recreation opportunities on the most primitive end of the recreation opportunity spectrum. Manage use to provide very infrequent contact with other groups or individuals.

- a. Maximum use and capacity levels are:

- Trail and camp encounters during peak use days are less than 2 other parties per day.

- Trail and area-wide use capacity:

- 1) open lands, meadow and alpine: 0.031 to 0.007 PAOI per acre.

- 2) forested lands and shrub lands: 0.003 to 0.007 PAOI per acre.

- Reduce the above use levels where unacceptable changes to the biophysical resources are likely to occur.

- Encounters: Normally no more than 2 encounters with other traveling groups per day.

- Group size: Number of people in a party should not exceed 5 in the Bridger and 20 in the Teton without written authorization.

- Pets: Pets should be under reliable voice control or physical restraint to protect people and wildlife.

- Noise: Man-caused sounds*1/-rated D*-1 should not be heard on an average of more than 2 times per day by traveling groups.

Continuation of

Management Prescription - 6A

Dispersed Recreation

Management

2. (cont) Emphasize recreation opportunities on the most primitive end of the recreation opportunity spectrum. Manage use to provide very infrequent contact with other groups or individuals.

Campsite altitude: Normally there should be no other parties camped within sight or hearing. Camps should be located to take advantage of vegetation and/or topographic screening where present.

*1/ As calculated by SPReAO

3. Limit specially permitted parties to not more than one per 2500 acres.

4. Prohibit open fires in alpine, Krummholz, meadow areas and within riparian areas when:

a. Use of dead and down wood for fuel is likely to violate diversity requirements, soil nutrient and erosion protection, or

b. Visual resource objectives for the area likely could not be met.

5. Prohibit open fires when occurrence of fire-rings exceed Friswell Class I site Conditions on 10 percent or more of the known campsites within the management area.

a. Provide Friswell Condition Classes 1 and 2 campsites only.

6. Manage the Bridger and Teton Wildernesses as directed in the approved management plan for each. The following acts are prohibited in all wilderness under authority of Secretary's Regulation 36 CFR 261.16.

a. Possessing or using a motor or motorized equipment except small battery-powered, hand-held devices, such as cameras, shavers, and flashlights.

b. Possessing or using a hang glider or bicycle.

c. Landing of aircraft or dropping or picking up of any material, supplies, or person by means of aircraft, including a helicopter.

7. In addition, the following rules and regulations apply to the occupancy and use of National Forest System lands under authority of 261.50(a) in the Bridger and Teton Wildernesses, Bridger-Teton National Forest, Wyoming:

a. No grazing is permitted within 1/2 mile of Enns, Bridger, Crater, Rainbow, Bertha, Golden, Mackinaw, and Ferry Lakes in the Teton Wilderness. [261.56(e)].

Continuation of
Management Area Prescription -6A
Dispersed Recreation
Management

7. (con't) In addition, the following rules and regulations apply to the occupancy and use of National Forest System lands under authority of 261.50(a) in the Bridger and Teton Wildernesses, Bridger-Teton National Forest, Wyoming:

b. Groups or combinations of groups including service personnel shall not exceed: Teton Wilderness--20; Bridger Wilderness--20, except limited to 10 in the special management areas, 7/1 - 9/10 annually. [261.57(b)]

Gros Ventre Wilderness -- 20;

c. The combined number of pack and saddle stock used to serve any one group or party shall not exceed: Teton Wilderness--35; Bridger Wilderness--10. [261.57(b)].

Gros Ventre Wilderness -- 25;

d. Camping within 200 feet of main trails. [261.57(a)].

e. Placing or maintaining a cache in wilderness is prohibited by order of the Forest Supervisor [261.57(f)]. Seasonal caches for the purpose of keeping human-related foods unavailable to grizzly bears are permitted in Teton Wilderness.

f. Being in the areas as a part of an organized group (Scouts, church groups, clubs, etc.) without a permit in the Bridger Wilderness. [261.57(a)].

g. Being in the area overnight with pack and saddle stock without a permit in the Bridger Wilderness. [261.57(a)].

h. Occupying a campsite for more than 16 days in the Bridger Wilderness. [261.58(a)].

i. Leaving camping equipment unattended for more than 48 hours without permission of a forest officer in the Bridger Wilderness. [261.57(f)].

Continuation of
Management Area Prescription -6A
Dispersed Recreation
Management

8. Pursuant to the authority vested in the Regional Forester under 36 CFR 261.50 in the special management areas of the Bridger Wilderness, Bridger National Forest, the following acts are prohibited from July 1 - September 10 of each calendar year for resource protection.

- a. Groups in excess of 10 people. [261.57(a)].
- b. Being in the areas with a combined number of pack and saddle stock in excess of 20 animals. [261.57(a)].
- c. Building, maintaining, attending, or using an open fire [261.52(a)].
- d. Camping within sight of and within 200 feet of any lake or designated trail. [261.58(e)].
- e. Horse grazing within 1/4 mile of any lake. [261.57(e)].

9. Construct only essential concentrated use facilities at designated hunting outfitter camps, and minimal public facilities at popular locations when necessary to prevent unacceptable resource damage and sanitation problems.

10. Manage human recreational activities so they do not significantly conflict with habitat needs of grizzly bears.

11. Minimize potential for grizzly/human conflict.

12. Use Interpretation to minimize grizzly/recreation user encounter or conflicts and insure that all human-related foods associated with recreation are kept unavailable to bears.

Continuation of
Management Area Prescription -6A
Recreation Management
(Private and Other
Public Sectors)

1. Manage outfitter-guide operations in the same manner as other visitors. Permit camping only in sites specified in outfitter-guide permits. Keep outfitter-guide activities harmonious with activities of non-guided visitors. Include outfitter-guide operations in calculations of level-of-use capacities.

Wildlife and Fish Resource
Management

1. Manage human activity so that wildlife and plant species population dynamics and distribution occurs naturally. Prohibit fish stocking except for reintroduction of indigenous species or where stocking has been previously authorized and practiced.

2. Let natural plant/habitat succession to prevail.

3. Grizzly bear habitat is to be protected as necessary, by restricting human activity on seasonal basis. Habitat improvement projects will emphasize grizzly bear food, cover and security needs.

4. Manage habitat and coordinate other resource activities where pertinent for recovered population levels of threatened and endangered species, and State population goals of all other MHS.

5. The grizzly bear is the primary use on the area. Demonstrated populations and/or habitat use will be accommodated in other land use activities.

6. Grizzly habitat maintenance and improvement and human conflict minimization will receive management priority.

a. Apply the Guidelines for Management Involving Grizzly Bears in the Greater Yellowstone Area-Management Situation 1- as refined for the forest.

a. Utilize the project NEPA process to assure coordination of activities.

b. Utilize Endangered, Threatened and Sensitive Plants and Animal Species and Their Habitats, Bridger-Teton National Forest 1964 and Bridger-Teton Habitat Management Guidelines for Wildlife (Appendix E).

a. Management decisions will favor the needs of the bear when grizzly habitat and other land uses compete. Land uses which can affect grizzlies and/or their habitat will be made compatible with biological needs or such uses will be disallowed or eliminated. Grizzly/human conflicts will be resolved in favor of the bear unless it is determined to be a nuisance. Nuisance bears may be controlled through either relocation or removal but only if such control would result in a more natural free-ranging population and all reasonable measures have been taken (including area closures and/or activity curtailments).

Continuation of
Management Area Prescription -6A
Wildlife and Fish
Resource Management

7. Management should be directed at emphasizing grizzly adult females and/or females with young.
8. Develop and apply "Cumulative Effects Assessment" for all activities to provide adequate security for grizzlies.
9. Develop and implement intensive information and education programs to minimize conflicts with other resource and human use.
10. Monitor and regulate special-use permits and other authorized activities to insure that human-caused mortalities of grizzly bears resulting from authorized actions on this forest are zero.

Range Resource Management

1. Manage recreation livestock and herbivorous wildlife forage use in accordance with FSM 2320.3 (36 CFR 293.7).
2. Grazing allotments allowed for recreational livestock only.
3. Recreation (Commercial Pack & Saddle) Stock: Recreational stock is permitted; whenever possible; topographic or vegetative features will be used to screen picketed or tethered stock from view of lakes, trails and key interest features in the Bridger.
4. Outfitting and Guiding: Outfitter practices will be indistinguishable from non-commercial practices except as permitted by District Ranger through an approved operating plan.

Special Use Management
(Non-Recreation)

1. Permit only those uses authorized by wilderness legislation, which cannot be reasonably met on non-wilderness lands.

Soil Resource
Management

1. Restore soil disturbances caused by human use (past mining, grazing, trail construction and use, camping, etc.) to soil loss tolerance levels commensurate with the natural ecological processes for the treatment area.

a. Follow procedures specified in Agricultural Handbook No. 537 for Utilizing the Universal Soil Loss Equation. (Cautions contained in WD 2550 letter dated 5/28/82 should be noted.) The guidance for K and I factors are in the National Soils Handbook 407.1 (a) (3) (xvii).

- b. Provide Friswell Condition Classes 1 and 2 compiles only.

Continuation of
Management Area Prescription -6A
Water Resource Improvement
and Maintenance Management

1. Constrain management to maintain water quality and soil stability. State and interstate agreements regarding water adjudication are to be recognized. Potential water resource development projects are not allowed.

Trail Construction and
Reconstruction

1. Do not construct or reconstruct trails.

FAAD Construction
Reconstruction and
Maintenance

1. Prohibit man-made structures and facilities.
2. Normally no facilities are provided. Undesignated travel routes may be maintained in exceptional cases to protect the resource and maintain public health and safety.

Silvicultural
Management

1. Natural succession of timber species. Timber is not available for harvest.

Minerals and Energy
Management

1. Constrain minerals and energy development as specified under the Wilderness Act of 1964 and Wyoming Wilderness Act of 1984.

Forest Pest
Management

1. Insect or disease control limited to meet wilderness objectives.

Continuation of
Management Area Prescription -6A
Fire Management

1. Continue implementation of existing wilderness fire management plans.
2. Prescribed fire will be used as a cost-effective tool.
 - a. Suppress all wildfires within wilderness in accordance with FSM 5130.
 - b. Lightning caused fires may be allowed to burn under prescribed conditions (FSM 2324 and 5150).
 - c. Forest Service ignited prescribed fires may be used within a wilderness providing at least one of the wilderness fire policy objectives in FSM 2324.21 and all of the following criteria are met:
 - Lightning fires cannot be allowed to burn freely without unacceptable risk.
 - Wilderness fire policy objectives cannot be achieved by using prescribed fires or other fuel treatment measures outside wilderness.
 - An interdisciplinary team has evaluated and recommended the proposed use.
3. Fire management plans will be developed for newly designated wilderness areas and non-wilderness areas.

MANAGEMENT AREA PRESCRIPTION -6B

Provides for Primitive wilderness opportunities.

IV. MANAGEMENT AREA PRESCRIPTION SUMMARY

1. General Description and Goals

Management emphasis is to provide for the protection and perpetuation of natural bio-physical conditions. On-site regulation of recreation use is minimal. Travel is cross-country or by use of a low-density constructed trail system.

The area has an extremely high opportunity for exploring and experiencing considerable isolation (from the sights and sounds of man); independence; closeness to nature; tranquility; and self-reliance through the application of primitive recreation skills in an environment that offers high degree of challenge and risk.

The goal is to maintain or improve essential habitat for recovered (viable) populations of grizzly bear and to minimize potential for and resolve bear/human conflicts.

The Guidelines for Management Involving Grizzly Bears in the Greater Yellowstone Area and the refined guidelines for grizzly bear conservation in the Forest's Endangered, Threatened and Sensitive Plants and Animal Species and Their Habitats plan will be followed.

Recreation and other human activities are managed to favor the needs of the designated species; insure that human-related foods are kept unavailable to users.

Livestock grazing is compatible but is managed to favor wildlife habitat, particularly riparian zones.

2. Areas Where The Prescription Can Be Considered for Application

The prescription can be considered for application within any portion of wilderness, ~~proposed wilderness~~ or wilderness study areas currently inventoried as having an RDS classification of Primitive. The prescription cannot be considered for application within moderate-to-high use travel corridors, camping areas, areas with long-term surface occupancy such as mineral exploration and development or water project facilities.

3. Management Opportunities Considered (Application of specific opportunities is dependent upon budget, economic efficiency, and Management Area Prescription emphasis.)

1 Non-scheduled timber management-Minimum level (stewardship)

19 Fisheries habitat management-Minimum level (stewardship)

21 Rangelands unsuitable for livestock-Low investment

26 Rangelands suitable for livestock-No livestock-low investments in wildlife habitat

28 Rangelands suitable for livestock-Stewardship level for range forage and wildlife habitat

29 Rangelands suitable for livestock-Extensive level-low investment for range forage and wildlife habitat

35 Wilderness-Standard Level

36 Wilderness-less than Standard Level

Management Area Prescription -6B

B. MANAGEMENT REQUIREMENTS

Visual Resource

Management

1. Design and implement management activities so that the impact of man is not apparent and the area appears in a condition affected only by natural biotic succession.

a. The Visual Quality Objective is Preservation.

b. Man's activities will generally be inconspicuous even within immediate foreground(400 feet) viewing zones.

c. Site Modification: Camps should be located out of view of, or if vegetative and topographic screening is unavailable, at least 200 feet from lakes, trails, key interest features and other occupied camps. Campsite perception of condition rating of from 0-23 is acceptable if noticeable or dominant selling factors are easily or moderately correctable through management. Sites that do not meet this standard may be posted as voluntary closures--"Wilderness Restoration Sites". Site restoration will normally be through natural recuperative processes.

Dispersed Recreation
Management

1. Emphasize Primitive recreation opportunities requiring a high degree of isolation, solitude, self-reliance and challenge while traveling cross-country or on system trails.

a. Maximum use and capacity levels are:

- Trail and camp encounters during peak use days are less than 5 other parties per day.
- Trail and area-wide use capacity:

Use Level	Open Lands	Forest & Shrub Lands
On Trails (PAD/Mile)	0.5-1.0	2-3

Continuation of
Management Area Prescription -68
Dispersed Recreation
Management

1. (con't) Emphasize Primitive recreation opportunities requiring a high degree of isolation, solitude, self-reliance and challenge while traveling cross-country or on system trails.

b. Area-wide Capacity:

(PAQT/Acre)

Open Lands

Alpine, Krummholz .002

Rocky Mtn. grass .005

Forest and Shrub lands

Ponderosa pine,

Douglas-fir, Riparian

areas, whitebark pine .01

Spruce/fir, Lodgepole

pine, Aspen .02

c. Reduce visitor use when the level of use exceeds capacity on more than 10 percent of the days during summer and fall use season.

2. Physical Setting:

-Evidence of Man's Activities: Permanent evidence in the form of trails and directional signs. Only facilities essential for public safety and resource protection will be provided. Current evidence of man may be noticeable with careful observation, but is generally not apparent to the traveler passing through area.

-Noise: Man-caused sounds-rated at B'-1 between camps should not be heard on an average of more than 6 times/day by traveling groups.

-Campsite Solitude: There should be no more than two other parties camped within sight or hearing. Camps must be located out of sight of, or, if vegetative and topographic screening is not available, at least 200 feet from lakes, trails, key interest features, and occupied campsites.

-Encounters: There should be no more than 5 encounters with other traveling groups per day.

-Pets: Pets should be under reliable voice control or physical restraint to protect both people and wildlife.

Continuation of
Management Area Prescription -68
Dispersed Recreation
Management

3. Prohibit open fires in alpine, Krummholz, meadow areas and within riparian areas when:

a. Use of dead and down wood for fuel is likely to violate diversity requirements, soil nutrient and erosion protection, or

b. Visual resource objectives for the area likely could not be met.

4. Manage use to provide a low incidence of contact with other groups or individuals and to prevent unacceptable changes to the biophysical resources.

5. Manage sites to provide opportunity for high degree of solitude.

a. Use a minimum site spacing of 500 feet.

b. Occupied site guidelines:
(Maximum number of sites occupied at one time.)

Lakes

< 5 acres	2
5-25 acres	3
> 25 acres	4

Depending on site suitability/availability
Streams and Trails

Open areas	2 sites/mile
Forested areas	4 sites/mile

6. Manage the ^{Gros Ventre} Bridger and Teton Wildernesses as directed in the approved management plan for each. The following acts are prohibited in all wilderness under authority of Secretary's Regulation 36 CFR 261.16.

a. Possessing or using a motor or motorized equipment except small battery-powered, hand-held devices, such as cameras, shavers, and flashlights.

b. Possessing or using a hang glider or bicycle.

c. Landing of aircraft or dropping or picking up of any material, supplies, or person by means of aircraft, including a helicopter.

X

Continuation of
Management Area Prescription -6B
Dispersed Recreation
Management

7. In addition, the following rules and regulations apply to the occupancy and use of National Forest System lands under authority of 261.50(a) in the Bridger and Teton Wildernesses, Bridger-Teton National Forest, Wyoming:

Gros Ventre

a. No grazing is permitted within 1/2 mile of Enos, Bridger, Crater, Rainbow, Bertha, Golden, Mackinaw, and Ferry Lakes in the Teton Wilderness. [261.56(e)].

b. Groups or combinations of groups including service personnel shall not exceed: Teton Wilderness--20; Bridger Wilderness--20, except limited to 10 in the special management areas, 7/1 - 9/10 annually. [261.57(b)]

Gros Ventre Wilderness -- 20

c. The combined number of pack and saddle stock used to serve any one group or party shall not exceed: Teton Wilderness--35; Bridger Wilderness--30. [261.57(b)].

Gros Ventre Wilderness -- 25

d. Camping within 200 feet of main trails. [261.57(e)].

e. Placing or maintaining a cache in wilderness is prohibited by order of the Forest Supervisor [261.57(f)]. Seasonal caches for the purpose of keeping human-related foods unavailable to grizzly bears are permitted in Teton Wilderness.

f. Being in the area as a part of an organized group (Scouts, church groups, clubs, etc.) without a permit in the Bridger Wilderness. [261.57(i)].

g. Being in the area overnight with pack and saddle stock without a permit in the Bridger Wilderness. [261.57(a)].

h. Occupying a campsite for more than 16 days in the Bridger Wilderness. [261.58(a)].

i. Leaving camping equipment unattended for more than 48 hours without permission of a Forest officer in the Bridger Wilderness. [261.57(f)].

j. In the Gros Ventre Wilderness camping is prohibited within 300 feet of Charley Lakes (261.58(2))

Continuation of
Management Area Prescription -6B
Dispersed Recreation
Management

8. Pursuant to the authority vested in the Regional Forester under 36 CFR 261.50 in the special management areas of the Bridger Wilderness, Bridger National Forest, the following acts are prohibited from July 1 - September 10 of each calendar year for resource protection.

- a. Groups in excess of 10 people. [261.57(a)].
- b. Being in the areas with a combined number of pack and saddle stock in excess of 20 animals. [261.57(e)].
- c. Building, maintaining, attending or using an open fire. [261.52(a)].
- d. Camping within sight of and within 200 feet of any lake or designated trail. [261.58(a)].
- e. Horse grazing within 1/4 mile of any lake. [261.57(e)].

9. Manage human recreational activities so they do not significantly conflict with habitat needs of grizzly bears.

10. Minimize potential for grizzly/human conflict.

11. Use interpretation to minimize grizzly/recreation user encounter or conflicts and insure that all human-related foods associated with recreation are kept unavailable to bears.

12. Construct minimal recreation facilities at areas of concentrated public use to prevent resource damage, and to provide for sanitation and public safety.

13. In the Gros Ventre Wilderness recreational livestock use is prohibited within 300 feet of the Chateau Lakes (261.58 (aa)).

X

Continuation of
Management Area Prescription -68
Recreation Management
(Private and Other
Public Sectors)

1. Manage outfitter-guide operations in the same manner as other visitors. Permit camping only in sites specified in outfitter-guide permits. Keep outfitter-guide activities harmonious with activities of non-guided visitors. Include outfitter-guide operations in calculations of level-of-use capacities.

Wildlife and Fish Resource
Management

1. Let natural plant/habitat succession to prevail.

2. Grizzly bear habitat is to be protected as necessary, by restricting human activity on seasonal basis. Habitat improvement projects will emphasize grizzly bear food, cover and security needs.

3. Manage habitat and coordinate other resource activities where pertinent for recovered population levels of threatened and endangered species, and State population goals of all other M15.

4. The grizzly bear is the primary use on the area. Demonstrated populations and/or habitat use will be accommodated in other land use activities.

5. Grizzly habitat maintenance and improvement and human conflict minimization will receive management priority.

a. Apply the Guidelines for Management Involving Grizzly Bears in the Greater Yellowstone Area-Management Situation 1- as refined for the forest.

a. Utilize the project NEPA process to assure coordination of activities.

b. Utilize Endangered, Threatened and Sensitive Plants and Animal Species and Their Habitats, Bridger-Teton National Forest 1984 and Bridger-Teton Habitat Management Guidelines for Wildlife (Appendix E).

a. Management decisions will favor the needs of the bear when grizzly habitat and other land uses compete. Land uses which can affect grizzlies and/or their habitat will be made compatible with biological needs or such uses will be disallowed or eliminated. Grizzly/human conflicts will be resolved in favor of the bear unless it is determined to be a nuisance. Nuisance bears may be controlled through either relocation or removal but only if such control would result in a more natural free-ranging population and all reasonable measures have been taken (including area closures and/or activity curtailments).

Continuation of
Management Area Prescription -68
Wildlife and Fish
Resource Management

6. Management should be directed at emphasizing grizzly adult females and/or females with young.
7. Develop and apply "Cumulative Effects Assessment" for all activities to provide adequate security for grizzlies
8. Develop and implement intensive information and education programs to minimize conflicts with other resource and human use.
9. Monitor and regulate special-use permits and other authorized activities to insure that human-caused mortalities of grizzly bears resulting from authorized actions on this forest are zero.

Range Resource
Management

1. Manage livestock and herbivorous wildlife forage use in accordance with FSM 2320.3 (36 CFR 293.7).
2. Manage the range ecosystem to provide habitat to meet State population goals and recovered population of grizzly bears, and for the existing permitted AUMs of grazing while maintaining wilderness qualities as directed in Conference Report S. 2009 (H.R. 96-126).
3. Recreation (Commercial Pack and Saddle) Stock: Recreational stock is permitted; whenever possible, topographic or vegetative features will be used to screen picketed or tethered stock from view of lakes, trails, key interest features, and other occupied camps in the Bridger.
4. Permitted (Cattle and Sheep) Livestock: Commercial livestock grazing is permitted on existing allotments. Conflicts between recreationists and commercial stock will be minimized through herding and stock distribution practices and recreation user information services, as prescribed in the Allotment Management Plan. Herder camping and pack and saddle stock handling practices will conform with those of recreational users except as exempted through approved Allotment Management Plans. All grazing will be managed under extensive-low opportunities. Wildlife habitat improvement limited to prescribed fire with natural or planned ignition.
5. Outfitting and Guiding: Outfitter practices should be indistinguishable from non-commercial practices except as permitted by District Ranger through an approved operating plan.

- a. Follow established utilization standards for areas, within grazing allotments.

Continuation of
Management Area Prescription -6B
Range Resource
Management

6. Maintain desirable range condition for key grizzly bear habitat components (i.e., riparian, mountain meadows) and to minimize human conflict potential. Also manage to provide habitat to meet State population goals of wildlife.

7. Manage grazing to favor grizzly bears and to achieve wildlife populations.

8. Maintain vegetation in good-to-excellent range condition.

Special Use Management
(Non-Recreation)

1. Manage surface occupancy activities authorized prior to wilderness designation to reduce impact on wilderness values consistent with the intent of the occupancy authorization.

2. Permit only those uses authorized by wilderness legislation, which cannot be reasonably met on non-wilderness lands.

Continuation of
Management Area Prescription -6B
Soil Resource
Management

1. Restore soil disturbances caused by human use (past mining, grazing, trail construction and use, camping, etc.) to soil loss tolerance levels commensurate with the natural ecological processes for the treatment area.

a. Follow procedures specified in Agricultural Handbook No. 537 for Utilizing the Universal Soil Loss Equation. (Cautions contained in WO 2550 letter date 5/28/82 should be noted.) The guidance for K and T factors are in the National Soils Handbook 407.1 (a)(3)(vii).

b. Provide Frissell Condition Classes 1 and 2 campsites only.

Water Resource Improvement
and Maintenance Management

1. Constrain management to maintain water quality and soil stability. State and interstate agreements regarding water adjudication are to be recognized. Potential water resource development projects are to consider:

a. Maintenance of instream flow to meet streambank stability requirements.

b. Maintenance of wilderness quality.

Transportation System
Management

1. Authorize road access only to those existing valid mineral occupancies where access rights are guaranteed by statute and authorized water rights.

2. Locate and design required access roads to minimize the biophysical and visual impact, and to facilitate restoration.

a. Roads will not be authorized:

-on slopes steeper than 60%;

-in areas of high erosion hazard;

-in areas of high geologic hazard;

-in areas of low visual absorption capacity that are unlikely for successful restoration;

-in areas which would adversely affect threatened and endangered plant and animal species.

3. Convert roads not needed for authorized activities to trails, or if they are not needed as part of the transportation system, restore them to meet the VQR.

a. Maintain trails in accordance with standards in the Trails Handbook (FSH 7709.12).

b. Schedule trail maintenance in accordance with Regional Acceptable Work Standards. (FSH 1310).

(5) A hazard is a marked ford with holes deeper than the normal channel. A deep ford with a consistent stream bed is not a hazard.

Continuation of
Management Area Prescription -6B
Transportation System
Management

6. Close or sign system trails when not maintained to the safe standard for the specified use.
7. Use signs of unstained wood with routed letters and mounted on unstained posts.
8. Provide signs at trail terminals and trail junctions only. Include only trail identification and identification of terminal points.

a. Follow standards specified in FSN 7109.11a and 11b.

FA&O Construction
Reconstruction and
Maintenance

1. Prohibit reconstruction of new administrative facilities or structures. In the event a substantial portion of the existing administrative facility and/or structure is destroyed, it will not be replaced.

a. Facilities: Only facilities essential for resource protection and public safety should be provided. This will generally be limited to trails and signs; however, bridges may be appropriate if no other means of safe crossing exists during the primary use period. Toilets and fire rings will not be provided.

b. Signs: A minimum of signing should be provided for public safety and guidance; challenge and use of outdoor skills should be required. A maximum of two directional signs with a maximum of 2 destinations per sign should be placed at major trail junctions and at "Y" intersections--one sign with three destinations. Simple directional signs with one destination should be used to indicate take-off points where a secondary trail leaves a primary trail.

Silvicultural Management

1. Natural succession of timber species. Timber is not available for harvest.

Minerals and Energy
Development

1. Constrain minerals and energy development as specified under the Wilderness Act of 1964 and the Wyoming Wilderness Act of 1984.

Forest Pest Management

1. Insect or disease control limited to meet wilderness objectives.

Continuation of
Management Area Prescription -6B
Fire Management

1. Continue implementation of existing wilderness fire management plans.
2. Prescribed fire will be used as a cost-effective tool.
 - a. Suppress all wildfires within wilderness in accordance with FSM 5130.
 - b. Lightning caused fires may be allowed to burn under prescribed conditions (FSM 2324 and 5150).
 - c. Forest Service ignited prescribed fires may be used within a wilderness providing at least one of the wilderness fire policy objectives in FSM 2324.21 and all of the following criteria are met:
 - Lightning fires cannot be allowed to burn freely without unacceptable risk.
 - Wilderness fire policy objectives cannot be achieved by using prescribed fires or other fuel treatment measures outside wilderness.
 - An interdisciplinary team has evaluated and recommended the proposed use.
3. Fire management plans will be developed for newly designated wilderness areas and non-wilderness areas.

MANAGEMENT AREA PRESCRIPTION -6C
Provides for Semi-Primitive wilderness opportunities.

A. MANAGEMENT AREA PRESCRIPTION SUMMARY

1. General Description and Goals

Management emphasis is to provide for the protection and perpetuation of essentially natural bio-physical conditions. Solitude and a low level of encounters with other users or evidence of past use is not an essential part of the social setting. Human travel is principally on system trails. Designated campsites are used and show evidence of repeated, but acceptable levels of use.

The area provides moderate opportunities for exploring and experiencing isolation (from the sight and sounds of man); independence; closeness to nature; tranquility; and self-reliance through the application of woodsmanship and primitive recreation skills in a natural environment that offers a moderate degree of challenge and risk.

All resource management activities are integrated in such a way that current human use leaves only limited and site-specific evidence of their passing. Areas with evidence of unacceptable levels of past use are rehabilitated and the affected area restored. Range allotments with authorized permanent structures, and authorized mineral exploration activities requiring multi-year surface occupancy facilities may be present within the area. Scientific and other authorized practices utilizing non-motorized equipment, but requiring up to season-long occupancy are compatible.

The goal is to maintain or improve essential habitat for recovered (viable) populations of grizzly bear and to minimize potential for and resolve bear/human conflicts.

The Guidelines for Management Involving Grizzly Bears in the Greater Yellowstone Area and the refined guidelines for grizzly bear conservation in the Forest's Endangered, Threatened and Sensitive Plants and Animal Species and Their Habitats plan will be followed.

Recreation and other human activities are managed to favor the needs of the designated species; insure that human-related foods are not unavailable to bears.

Livestock grazing is compatible but is managed to favor wildlife habitat, particularly riparian zones.

2. Areas Where The Prescription Can Be Considered for Application

The prescription can be considered for application within any portion of wilderness, ~~proposed wilderness~~, or wilderness study areas currently inventoried as having an RDS classification of Semi-Primitive.

3. Management Opportunities Considered (Application of specific opportunities is dependent upon budget, economic efficiency, and Management Area Prescription emphasis.)

1 Non-scheduled timber management-Minimum level (stewardship)

19 Fisheries habitat management-Minimum level (stewardship)

23 Rangelands unsuitable for livestock-Low investment

26 Rangelands suitable for livestock-No livestock-low investments in wildlife habitat

28 Rangelands suitable for livestock-Stewardship level for range forage and wildlife habitat

29 Rangelands suitable for livestock-Extensive level-low investment for range forage and wildlife habitat

35 Wilderness-Standard Level

36 Wilderness-Less than Standard Level

Management Area Prescription -6C

B. MANAGEMENT REQUIREMENTS

Visual Resource
Management

1. Manage for preservation of the natural landscape. Design and locate management activities to meet VQO of Preservation in all areas except where specific surface occupancy is authorized by wilderness legislation. In these areas, the VQO is Retention.

a. Visual Elements: (form, line, color, texture)

Man's activities will remain subordinate in immediate foreground (400 feet) distance zones and will not be recognizable in midleground or background viewing zones.

b. Site Modification: Camps should be located out of view of, or, if vegetative and topographic screening is unavailable, at least 200 feet from lakes, trails, key interest features and other occupied campsites. Camping may be limited to designated sites at isolated locations receiving exceptionally heavy use. Open fires may be banned or limited to designated sites at heavy use areas in Bridger only. Composite perception of condition rating of 0 to 30 is acceptable. Sites that exceed this may be closed and rehabilitated by natural or artificial means.

Dispersed Recreation
Management

1. Provide Semi-Primitive recreation opportunities requiring predominantly unmodified natural settings, with a moderate to high degree of challenge and risk while traveling cross-country or on trails.

2. Prohibit open fires in alpine, tundra, meadow areas and within riparian areas when:

a. Use of dead and down wood for fuel is likely to violate diversity requirements, soil nutrient and erosion protection, or

b. Visual resource objectives for the area likely could not be met.

3. Permit undesignated sites in Friswell Condition Class 1 through 3 where unrestricted camping is permitted.

4. Manage site use and occupancy to maintain sites within Friswell Condition Class 3 except for designated sites which may be Class 4. Close and restore Class 5 sites.

Continuation of
Management Area Prescription -6C
Dispersed Recreation
Management

5. Manage summer use to allow low-to-moderate contact with other groups and individuals.

6. Reduce visitor use when the level of use exceeds capacity for more than 20 percent of the summer use season.

7. Permits for parties larger than the established limit may be issued when their presence can be adequately screened from the sights and sounds of other parties in the area.

8. Manage location of campsites to provide a moderate-to-high degree of solitude.

9.

Area-wide Capacity:
(PAOT/Acre)

Open Lands

Alpine, Krumholz .004

Rocky Mtn. grass .008

Forest and Shrub Lands

Douglas-fir, Riparian areas, whitebark pine .05

Spruce/fir, Lodgepole pine, Aspen .08

b. Maximum use and capacity levels are:

-Trail and camp encounters during peak use days are less than 20 other parties per day.

-Trail and area-wide use capacity:

Use Level	Open Lands	Forest & Shrub Lands
On Trails (PAOT/Mile)	2-3	9-11
Area-Wide (PAOT/Acre)	0.03	to 0.9

a. Locate campsites at least 300 feet apart.

b. Occupied Site Guidelines:

(Maximum number of sites occupied at one time.)

Lakes	< 5 acres	2
	5-25 acres	3
	> 25 acres	4

Streams

Open Areas 3 sites/mile

Forested areas 6 sites/mile

Continuation of
Management Area Prescription - 6C
Dispersed Recreation
Management

9. Manage site use and occupancy to maintain sites within
Frissell Condition Class 3.

a. Allow sites to be occupied 20 days/summer season or to the level required to maintain
at least a stable trend in site condition.

b. Close and restore Frissell Condition Class 4 and 5 sites.

Gross Ventre
10. Manage the Bridger and Teton Wildernesses as directed in
the approved management plan for each. The following acts
are prohibited in all wilderness under authority of
Secretary's Regulation 36 CFR 261.16.

a. Possessing or using a motor or motorized equipment except small
battery-powered, hand-held devices, such as cameras, shavers, and
flashlights.

b. Possessing or using a hang glider or bicycle.

c. Landing of aircraft or dropping or picking up of any material,
supplies, or person by means of aircraft, including a helicopter.

11. In addition, the following rules and regulations apply
to the occupancy and use of National Forest System lands
under authority of 261.50(a) in the Bridger and Teton Wil-
dernesses, Bridger-Teton National Forest, Wyoming:

a. No grazing is permitted within 1/2 mile of Enos, Bridger, Crater,
Rainbow, Bertha, Golden, Hockett, and Ferry Lakes in the Teton
Wilderness. [261.56(e)].

b. Groups or combinations of groups including service personnel shall
not exceed: Teton Wilderness--20; Bridger Wilderness--20, except
limited to 10 in the special management areas, 1/1 - 9/10 annually.
[261.57(b)]

c. The combined number of pack and saddle stock used to serve any
one group or party shall not exceed: Teton Wilderness--35; *Gross Ventre Wilderness--25;*
Bridger Wilderness--10. [261.57(b)].

d. Camping within 200 feet of main trails. [261.57(a)].

e. Placing or maintaining a cache in wilderness is prohibited by
order of the Forest Supervisor [261.57(f)]. Seasonal caches for
the purpose of keeping human-related foods unavailable to grizzly
bears are permitted in Teton Wilderness.

Continuation of
Management Area Prescription -6C
Dispersed Recreation
Management

11. (continued) In addition, the following rules and regulations apply to the occupancy and use of National Forest System lands under authority of 261.50(a) in the Bridger, and Teton Wildernesses, Bridger-Teton National Forest, Wyoming: *Signs Visible*

f. Being in the areas as a part of an organized group (Scouts, church groups, clubs, etc.) without a permit in the Bridger Wilderness. [261.57(a)].

g. Being in the area overnight with pack and saddle stock without a permit in the Bridger Wilderness. [261.57(a)].

h. Occupying a campsite for more than 16 days in the Bridger Wilderness. [261.58(a)].

i. Leaving camping equipment unattended for more than 48 hours without permission of a Forest officer in the Bridger Wilderness. [261.57(f)].

12. Pursuant to the authority vested in the Regional Forester under 36 CFR 261.50 in the special management areas of the Bridger Wilderness, Bridger National Forest, the following acts are prohibited from July 1 - September 10 of each calendar year for resource protection.

a. Groups in excess of 10 people. [261.57(a)].

b. Being in the areas with a combined number of pack and saddle stock in excess of 20 animals. [261.57(a)].

c. Building, maintaining, attending or using an open fire. [261.57(a)].

d. Camping within sight of and within 200 feet of any lake or designated trail. [261.58(a)].

e. Horse grazing within 1/4 mile of any lake. [261.57(e)].

X

Continuation of
Management Area Prescription -6C
Dispersed Recreation
Management

13. Physical Setting:

Evidence of Man's Activities: Permanent evidence in the form of trails and directional signs is acceptable. Minimal facilities for public safety and resource protection may be necessary if other methods prove insufficient to manage otherwise acceptable levels of use. Current evidence of man is noticeable in the foreground, but should not be recognizable in middleground and background viewing zones.

Noise: Man-caused sounds $\frac{1}{2}$ -rated at 0'-5 between camps should not be heard on an average of more than 12 times a day by traveling groups.

Campsite Solitude: Camps should be located out of view of, if vegetative and topographic screening is not available, at least 200 feet from lakes, trails, key interest features, and occupied campsites. Campsite dispersal through user awareness is preferred; however, designated sites will be implemented if necessary to protect the wilderness.

Encounters: There should be no more than 10 encounters with other traveling groups per day.

Group Size: Number of people in a party should not exceed 20 without written authorization.

Pets: Pets should be under reliable voice control or physical restraint to protect both people, wildlife, and domestic livestock.

14. Manage human recreational activities so they do not significantly conflict with habitat needs of grizzly bears.

15. Minimize potential for grizzly/human conflicts.

16. Use Interpretation to minimize grizzly/recreation user encounter or conflicts and insure that all human-related foods associated with recreation are kept unavailable to bears.

17. Construct minimal recreation facilities at areas of concentrated public use to prevent resource damage and to provide for sanitation and public safety.

*1/2 as calculated by SPRAAD

Continuation of
Management Area Prescription -6C
Recreation Management
(Private and Other
Public Sectors)

1. Manage outfitter-guide operations in the same manner as other visitors. Permit camping only in sites specified in outfitter-guide permits. Keep outfitter-guide activities harmonious with activities of non-guided visitors. Include outfitter-guide operations in calculations of level-of-use capacities.

Wildlife and Fish
Resource Management

1. Let natural plant/habitat succession to prevail.
2. Grizzly bear habitat is to be protected as necessary, by restricting human activity on seasonal basis. Habitat improvement projects will emphasize grizzly bear food, cover and security needs.
3. Manage habitat and coordinate other resource activities where pertinent to recovered population levels of threatened and endangered species, and State population goals of all other MTS.
4. The grizzly bear is the primary use on the area. Demonstrated populations and/or habitat use will be accommodated in other land use activities.
5. Grizzly habitat maintenance and improvement and human conflict minimization will receive management priority.

a. Apply the Guidelines for Management Involving Grizzly Bears in the Greater Yellowstone Area-Management Situation 1- as refined for the Forest.

a. Utilize the project NEPA process to assure coordination of activities.

b. Utilize Endangered, Threatened and Sensitive Plants and Animal Species and Their Habitats, Bridger-Teton National Forest 1984 and Bridger-Teton Habitat Management Guidelines for Wildlife (Appendix E).

a. Management decisions will favor the needs of the bear when grizzly habitat and other land uses compete. Land uses which can affect grizzlies and/or their habitat will be made compatible with biological needs or such uses will be disallowed or eliminated. Grizzly/human conflicts will be resolved in favor of the bear unless it is determined to be a nuisance. Nuisance bears may be controlled through either relocation or removal but only if such control would result in a more natural free-ranging population and all reasonable measures have been taken (including area closures and/or activity curtailments).

Continuation of
Management Area Prescription -6C
Recreation Management
(Private and Other

6. Management should be directed at emphasizing grizzly
adult females and/or females with young.

7. Develop and apply "Cumulative Effects Assessment" for all
activities to provide adequate security for grizzlies.

8. Develop and implement intensive information and education
programs to minimize conflicts with other resource and human
use.

9. Monitor and regulate special-use permits and other
authorized activities to insure that human-caused mor-
talities of grizzly bears resulting from authorized actions
on this forest are zero.

Continuation of
Management Area Prescription -6C
Range Resource
Management

1. Manage livestock and herbivorous wildlife forage use in accordance with FSH 2320.3 (36 CFR 293.7).

2. Manage the range ecosystem to provide habitat to meet objective population levels and recovered population of grizzly bears, and for the existing permitted AUIs of grazing while maintaining wilderness qualities as directed in Conference Report S. 2009 (H.R. 96-126)

3. Recreation (Pack and Saddle) Stock: Recreation stock is permitted. Stock should be tethered at least 200 feet from lakes, trails, key interest features, and other occupied camps. Grazing or picketed stock must be held at least 200 feet from lakes, trails, key interest features and other occupied camps in the Bridger and 1/2 mile from designated lakes in the Teton.

4. Permitted (Cattle and Sheep) Livestock: Commercial livestock grazing is permitted on existing allotments. Conflicts between recreationists and commercial will be minimized through herding and stock distribution practices and recreation user information service, as prescribed in the Allotment Management Plan. Herder camping and pack and saddle stock handling practices will conform with those of recreation users except as exempted through approved Allotment Management Plans.

5. Outfitting and Guiding: Outfitter practices should be indistinguishable from non-commercial practices except as permitted by District Ranger through an approved operating plan. All grazing (production and recreation stock will be managed) under extensive-low opportunities. Wildlife habitat improvement limited to prescribed fire with natural or planned ignition.

6. Maintain desirable range condition for key grizzly bear habitat components (i.e., riparian, mountain meadows) and to minimize human conflict potential. Also manage to provide habitat to meet State population goals of wildlife.

7. Manage grazing to favor grizzly bears and to achieve the wildlife populations.

a. Maintain vegetation in good-to-excellent range condition.

a. Follow established utilization standards for areas, within grazing allotments.

Continuation of
Management Area Prescription -6C
Special Use Management
(Non-Recreation)

1. Manage surface occupancy activities authorized prior to wilderness designation to reduce impact on wilderness values consistent with the intent of the occupancy authorization.

2. Permit only those uses authorized by wilderness legislation, which cannot be reasonably met on non-wilderness lands.

Soil Resource
Management

1. Restore soil disturbances caused by human use (past mining, grazing, trail construction and use, camping, etc.) to soil loss tolerance levels commensurate with the natural ecological processes for the treatment area.

a. Follow procedures specified in Agricultural Handbook No. 537 for Utilizing the Universal Soil Loss Equation. (Cautions contained in WO 2550 letter date 5/28/82 should be noted.) The guidance for K and T factors are in the National Soils Handbook 407.1 (a)(3)(vii).

Water Resource Improvement
and Maintenance Management

1. Constrain management to maintain water quality and soil stability. State and interstate agreements regarding water adjudication are to be recognized. Potential water resource development projects are to consider:

a. Maintenance of instream flow to meet streambank stability requirements.

b. Maintenance of wilderness quality.

Transportation System
Management

1. Authorize road access only to those existing valid mineral occupancies where access rights are guaranteed by statute and authorized water rights.

2. Locate and design required access roads to minimize the biophysical and visual impact, and to facilitate restoration.

a. Roads will not be authorized:

- on slopes steeper than 60%;
- in areas of high erosion hazard;
- in areas of high geologic hazard;
- in areas of low visual absorption capacity that are unlikely for successful restoration;
- in areas which would adversely affect threatened and endangered plant and animal species.

2. Convert roads not needed for authorized activities to trails, or if they are not needed as part of the transportation system, restore them to meet the VQO.

a. Maintain trails in accordance with standards in the Trail Handbook (FSM 7709.12).

b. Schedule trail maintenance in accordance with Regional Acceptable Work Standards. (FSM 1310).

Continuation of
Management Area Prescription -6C
Transportation System

3. Construct or reconstruct trails only when needed to meet objectives of the wilderness transportation system.

4. Construct bridges to only the standard necessary to accommodate the specified class of user. Construct bridges only where no safe opportunity exists to cross a stream or gorge during periods of normal stream flow.

5. Use corduroy and/or puncheon treads across bogs where no safe and feasible bypass opportunity exists.

a. Follow standards specified in FSM 7709.12, FSM 2323.11c and 2323.61d w/R-7 Supplement.

b. Trail density will not exceed two miles per square mile. Trails are constructed and maintained for established capacity levels.

(1) A safety hazard is a physical condition of a trail which may cause injury, is unusual or unexpected, and not readily identifiable by the trail user. It is not a condition which is easily identifiable and normally encountered for the type or location of the trail involved. The following examples illustrate this distinction.

(1) A hazard is a rotten bridge decking or handrail. A stream crossing where no bridge is provided and the user would expect this on the type and location of the trail is not a hazard.

(2) A hazard is a stable-appearing loose rock in a constructed treadway where all other rocks are stable. A trail treadway made up of rocks in a near-natural position, many of which are loose, is not a hazard.

(3) A hazard is a perennial bog hole on a horse trail. An intermittent bog-hole which will dry up by early summer or within a few days following a rain storm is not a hazard.

(4) A hazard is a section of trail treadway supported by rotten cribbing. A section of trail where the treadway is obviously slippery is not a hazard.

(5) A hazard is a marked ford with holes deeper than the normal channel. A deep ford with a consistent stream bed is not a hazard.

Continuation of
Management Area Prescription -6C
Transportation System

6. Close or sign system trails when not maintained to the safe standard for the specified use.

7. Use signs of unstained wood with routed letters and mounted on unstained posts.

8. Provide signs at trail terminals and trail junctions only. Include only trail identification and identification of terminal points.

a. Maintain trails in accordance with standards in the Trail Handbook (FSM 7209.12)

b. Follow standards specified in FSM 7109.11a and 11b.

F&W Construction
Reconstruction and
Maintenance

1. Maintain existing administrative facilities or structures. In the event a structure is destroyed or requires reconstruction, it will be reconstructed out of view from designated travel routes.

a. Facilities: Facilities should be provided for the protection of wilderness resource values and safety of users. Improved (user constructed) structures will be removed and disposed of in a natural appearing manner and location. Bridges may be appropriate if no other means of safe crossing exists during the primary use period. Toilets and fire rings may be constructed if other methods are inadequate to contain impacts of otherwise acceptable levels of use.

b. Signs: A minimum of signing should be provided for public safety and guidance; moderate levels of challenge and use of outdoor skills should be required. A maximum of two directional signs with a maximum of two destinations per sign should be placed at trail junctions or, at "Y" intersections, one sign with a maximum of three destinations. Information about distances and attractions should not be used. Signs may be used if necessary to direct users to designated campsites. Existing lake-name signs will be permitted to remain, but will not be replaced when they become unserviceable. Occasional trail blazes, cairns, or other trail delineation will be used for public safety and reassurance whenever the corridor is not otherwise conspicuous.

c. Trails: Service trails will be constructed, maintained and managed to accommodate moderate to locally heavy use during the majority of the use period. The route will blend with natural features of the area and provide a moderate amount of challenge and risk. Maintenance will be to a level 2 or 3 standard, dependent on use levels.

Continuation of
Management Area Prescription -6C
FA&D Construction
Reconstruction and
Maintenance Management

1. (con't) Maintain existing administrative facilities or structures. In the event a structure is destroyed or requires reconstruction, it will be reconstructed out of view from designated travel routes.

d. Materials: Natural materials should dominate. Dimensional and imported materials may be acceptable if facility will be inconspicuous outside the foreground area. Construction of range improvements will be allowed following the above guidelines and those outlined in FSM 2320.

Silvicultural
Management

1. Natural succession of timber species. Timber is not available for harvest.

Minerals and Energy
Management

1. Constrain minerals and energy development as specified under the Wilderness Act of 1964 and Wyoming Wilderness Act of 1984.

Forest Pest Management

1. Insect or disease control limited to meet wilderness objectives.

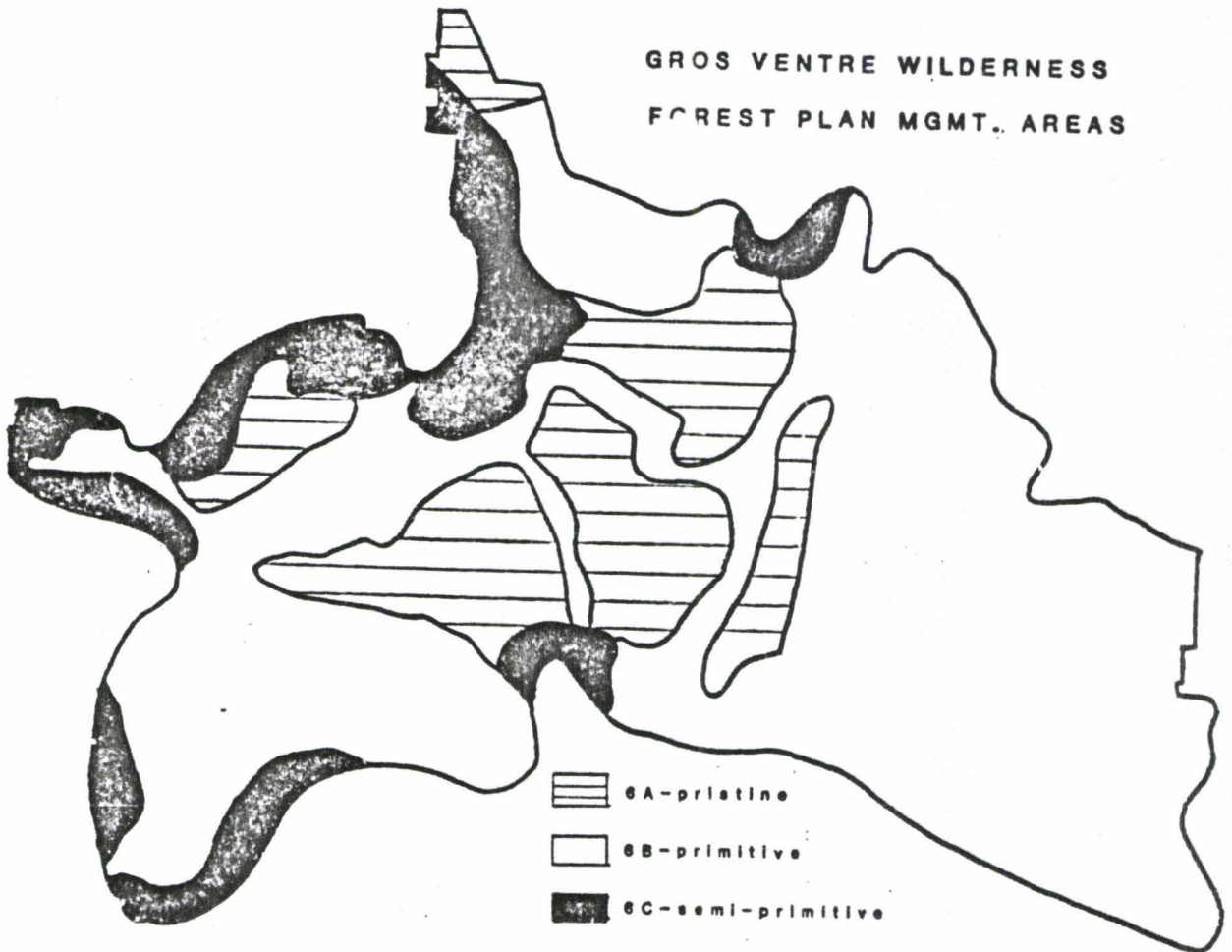
Continuation of
Management Area Prescription -6C
Fire Management

1. Continue implementation of existing wilderness fire management plans.
2. Prescribed fire will be used as a cost-effective tool.
 - a. Suppress all wildfires within wilderness in accordance with FSM 5130.
 - b. Lightning caused fires may be allowed to burn under prescribed conditions (FSM 2324 and 5150).
 - c. Forest Service ignited prescribed fires may be used within a wilderness providing at least one of the wilderness fire policy objectives in FSM 2324.21 and all of the following criteria are met:
 - Lightning fires cannot be allowed to burn freely without unacceptable risk.
 - Wilderness fire policy objectives cannot be achieved by using prescribed fires or other fuel treatment measures outside wilderness.
 - An interdisciplinary team has evaluated and recommended the proposed use.
3. Fire management plans will be developed for newly designated wilderness areas and non-wilderness areas.

Appendix C

Map of Gros Ventre Wilderness Showing
Forest Plan Management Areas

GROS VENTRE WILDERNESS
FOREST PLAN MGMT. AREAS



Appendix D

Forest Wilderness Management Direction
Unpublished Bridger-Teton Forest Plan

Wilderness Management

1. Manage wilderness to preserve the wilderness character of its physical settings and provide compatible social and managerial settings for human use and enjoyment.

a. Do not provide interpretive facilities at cultural resource sites, nor restore or enhance cultural resources for recreation purposes.

b. Provide opportunities for human isolation, solitude, self-reliance and challenge, while travelling cross-country and on system trails.

c. Utilize a permit system to manage use levels and patterns during summer periods based upon the following criteria:

(1) When specified use levels are exceeded during 20% of summer use season; or

(2) When acceptable capacities in Primitive or Pristine RWS areas are exceeded on 10 percent or more of the days during summer use seasons.

(3) Apply a permit system to an entire wilderness, not just impacted portions of a wilderness.

d. Limit party size to 20 or less, except as approved on a case-by-case basis.

e. Prohibit competitive contest events, group demonstrations, ceremonies and other similar events.

f. Require dogs to be under physical control or voice control.

g. Existing trail segments may be reconstructed or relocated. Prohibit the development of new trails by outfitters.

h. Require pack-out of solid waste by users.

i. Limit the number of pack and saddle stock serving one party, including service personnel, to 35 or less.

j. Grazing of pack and saddle stock and the picketing or tethering of stock must be at least 200 feet from lakes, trails, key interest features, and other occupied camps.

k. Camps must be located out of view of, or, if vegetative or topographic screening is not present, at least 200 feet from any lakes, trails, key interest features, and other occupied camps.

Continuation of
Wilderness Management

l. (con't) Manage wilderness to preserve the wilderness character of its physical settings and provide compatible social and managerial settings for human use and enjoyment.

1. Commercial public services for hunting, fishing, and summer pack trips in the Bridger, Gros Ventre, and Teton Wildernesses will not be allowed to exceed current levels of use. The number of designated outfitter camps will not be increased. Expansion of other outfitting services or new services will be authorized only where:

- (1) A strong public need can be demonstrated.
- (2) The activity is wilderness-dependent.
- (3) Conflicts with general public use will not develop.
- (4) Physical and social settings will not be degraded.

m. Continue current livestock grazing that is consistent with preservation of wilderness values.

n. Authorize only those new non-recreation special uses that are specifically required by law or regulation, or where the use can be shown to be:

- (1) In the public interest.
- (2) Wilderness-dependent.
- (3) Non-degrading to physical and social settings.
- (4) The only reasonable location for the proposed use.

o. Outfitting and guiding activities will be governed by standards and guidelines contained in the Greater Yellowstone Area Outfitter Policy.

p. Manage livestock forage in accordance with range management standards FSM 2209.21.

q. Prohibit new range improvement structures other than canals, fences, or water developments essential to sustain current permitted numbers.

r. Permit fish and wildlife research and management guidelines adopted by the International Association of Fish and Wildlife agencies (FSM 2323.3).

s. Manage minerals and energy resources in accordance within legislation or FSM direction.

t. Manage site use and occupancy to maintain sites within Friswell Condition Class 3. Close and restore Class 4 and 5 sites.

u. Maintain fire-dependent ecosystems using prescribed fire, unless specified otherwise in specific fire management plans, i.e., Teton Wilderness and Bridger Wilderness Fire Management Plans.

Continuation of
Wilderness Management

1. (con't) Manage wilderness to preserve the wilderness character of its physical settings and provide compatible social and managerial settings for human use and enjoyment.

2. Apply the Wilderness Recreation Opportunity Spectrum as a tool for managing recreation use and stratifying areas with specified management objectives.

3. Base decisions to use prescribed fire in wilderness on the following wilderness fire policy objectives:

Permit lightning caused fires to more nearly play their natural ecological role within wilderness.

Reduce the risk from wildfire or its consequences to life and property within wilderness or to resources, life or property outside wilderness.

Maintain fire dependent communities if the Act establishing the wilderness specifically directs their maintenance.

Although prescribed fire may indirectly benefit wildlife, improve forage production or enhance other resource values, the decision to use prescribed fire must be predicated on the above stated wilderness fire objectives.

v. Maintain Class I air quality (FSM 2120).

w. Control natural insect and disease outbreaks in wilderness only when justified by predicted loss of resource values outside of wilderness.

a. Pristine - Characterized by an extensive natural environment. The area is managed to be as free as possible from the influence of man's activities. Man is only a brief visitor. No facilities are provided. There is an outstanding opportunity for isolation from the sights and sounds of humans.

b. Primitive - This area is characterized by an essentially unmodified natural environment. The area is managed to be essentially free from evidence of man's introduced restrictions and controls. No facilities for user comfort or convenience are provided. There is an extremely high opportunity for experiencing considerable isolation from the sights and sounds of humans.

c. Semi-Primitive - This area is characterized by predominantly unmodified natural environment. The area is managed in such a way that minimum on-site controls and restrictions may be present but are subtle. Facilities are primarily provided for protection of wilderness resource values and user safety. There is a moderate opportunity for experiencing isolation from sights and sounds of humans.

d. Transition - This area is characterized by predominantly unmodified natural environment and is usually adjacent to major trailheads. The area is managed to introduce less experienced users to wilderness setting and use ethics. Facilities are designed to concentrate users near established travel routes and are provided for protection of adjacent resources and necessary user safety.

e. Conduct all fire management activities in a manner compatible with wilderness management objectives. Give preference to methods and equipment that least alter the wilderness landscape, disturb the land surface, or disturb visitor solitude. Locate fire camps, helispots, and other temporary facilities or improvements outside the wilderness boundary, whenever feasible. Rehabilitate disturbed areas within wilderness to as natural a state as possible.

Continuation of
Wilderness Management

4. As provided for in the Wyoming Wilderness Bill, subject to valid existing rights and reasonable access to exercise such rights, the Palisades and Shoal Creek Wilderness Study Areas shall be administered so as to maintain their presently existing wilderness character and potential for inclusion in the National Wilderness Preservation System.

a. Upon revision of the Initial Land and Resource Management Plan for the Bridger-Teton National Forest, review will be made of the Palisades and Shoal Creek Wilderness Study Areas as to their suitability for preservation as wilderness.

b. With respect to oil and gas exploration and development activities, the Palisades Wilderness Study Area shall be administered under reasonable conditions to protect the environment according to the laws and regulations generally applicable to non-wilderness lands within the National Forest System.

c. Subject to valid existing rights, the Palisades Wilderness Study Area is withdrawn from all forms of appropriation under the mining laws.

d. Within the Palisades and Shoal Creek Wilderness Study Areas, snowmobiling shall continue to be allowed in the same manner and degree as was occurring prior to the date of the Wyoming Wilderness Bill.